

CHAPTER 1.5

PUBLIC AND COMMUNITY FACILITIES AND SERVICES

Overall, public amenities play a critical role by contributing to the fiscal health of a community's government, the viability of its businesses, and the quality of life for its residents. Public facilities such as city hall, police and fire stations, service buildings, and parks are critical elements in a community and are needed to sustain neighborhoods, businesses, and governmental functions. Other quasi-public community facilities such as schools, hospital, libraries, and places of worship are also important to residents and their quality of life.

PUBLIC FACILITIES

Brooklyn has a variety of buildings, properties, and other structures that the City operates and maintains. City Hall and the Police and Fire Departments provide critical administrative services for residents, businesses, and institutional entities. Public parks provide places for social interaction, exercise, community identity, and appreciation for nature. Table 1 highlights those buildings owned by the City of Brooklyn. In an effort to maintain high-quality services, the City is constructing a new fire station, which is expected to be completed in 2006.

Table 1: Public Buildings and Structures in 2005, Brooklyn

	Address	Property (Acres)	Building (Sq. Ft)	Year Built
City Hall Administrative Building, Police Dept & current Fire Dept	7619 Memphis Avenue	15.71	38,175	1953,1960,1974
Service Garage	9400 Memphis Avenue	78.0	31,280	1942,1970,1990
Senior/Community Center	7727 Memphis Avenue	26.85	15,715	1983
John M. Coyne Recreation Center	7600 Memphis Avenue	14.11	87,707	1974,1992
Gazebo at Timothy Knight Commons	Biddulph & Ridge Roads	1.70	485	1985
Historical Museum	4442 Ridge Road	0.49	6,083	1929,1983
Records Storage/Archives Bldg	4476 Ridge Road	1.12	4,870	1950
TOTAL		137.98	184,315	-

Source: City of Brooklyn, Industrial Appraisal Report and Cuyahoga County Auditor's Office, August, 2005.

City Hall

Brooklyn conducts its main administrative functions at City Hall, which is centrally located in the City. Brooklyn's City Hall was constructed in the mid-1950s and expanded in the early 1960's and mid 1970's. City Hall has slightly more than 38,000 square feet of floor area and is considered to be in "Good" condition. Administrative offices comprise approximately 15,385 square feet.

City Hall currently houses a variety of municipal functions: the Mayor's office, Police and Fire Departments, Building Department, Mayor's Court and other administrative offices. In total, departments at City Hall employ 86 full-time and 16 part-time employees. Several additional city facilities are located in the immediate vicinity such as Senior/Community Center, and

Brooklyn's Veterans Memorial Park, which both share the City Hall parking lot, and the John M. Coyne Recreation Center, located directly across the street.

Brooklyn City Hall has undergone substantial improvements over the years, such as being cabled for fiber optics, and is still experiencing changes. In the Fall of 2005, physical improvements at City Hall included \$44,000 in repairs to the roof. Yet more renovations are needed. Since the newest part of the facility was built over thirty years ago, space considerations and additional storage room are necessary. The building's heating and cooling (HVAC) is inadequate and needs to be overhauled and replaced because it was installed at different times when additions were made to City Hall.

Police Department

The Brooklyn Police Department presently occupies 11,600 square feet of floor area in Brooklyn's City Hall complex. A new central communications and dispatch center was added to the department and finished in 2005. High-tech improvements totaling more than \$400,000 were made including computers, radios, and display terminals. In 2005, the Police Department also added a women's locker room and outdoor generator.



Brooklyn Police Department

The Police Department employees 42 people: the Police Chief oversees the Department, which is staffed by 25 police officers, 5 detectives, 5 sergeants, and 7 dispatchers.

Along with the traditional police functions, the Brooklyn Police Department plays an active role in many community-oriented programs, including block watch, kindergarten screening and fingerprinting, career days, government classes, and the D.A.R.E. program, a drug awareness education for students, parents and teachers. The Department also hosts and/or participates in a number of other specific programs. These include a Bicycle Helmet Safety Program, a Juvenile Diversion Program, and a Domestic Abuse program.

The Brooklyn Police Department is an active member of the Southwest Enforcement Bureau (S.E.B.) which is a regional organization made up of emergency services personnel from 18 surrounding suburbs. S.E.B. maintains tactical response capabilities for hostage/barricade situations, crowd control, high-risk warrant service and bomb disposal. Brooklyn participates in intensive training exercises, and pools resources and manpower for more efficient use of limited tax money through this organization.

The condition of the Police Department facility is considered to be "Average" to "Poor" and additional improvements are needed to the building, portions of which are more than 50 years old. The firing range in the lower level of the Police Station needs repair and updating. Brooklyn's jail does not meet current federal standards and will need to be upgraded in the future. With the departure of the Brooklyn Fire Department from the City Hall complex anticipated in the Fall of 2006, there is an opportunity for the Police Department to expand and reconfigure its space.

Fire Department

The Brooklyn Fire Department is presently located at 7619 Memphis Avenue as part of the City Hall complex. The area that houses the Fire Department was added onto the original City Hall building in the 1970's. The existing Fire Station is approximately 11,200 square feet in size.

The Fire Department is staffed with 30 full-time personnel, including the Fire Chief, 5 Lieutenants and 24 firefighters. In addition to fire duty, 25 members are also State Certified Paramedics and serve on two Advanced Life Support emergency medical units. Basic fire-related services provided by the Brooklyn Fire Department include:

- Fire Suppression
- EMS
- Fire Prevention



Brooklyn Fire Station - existing

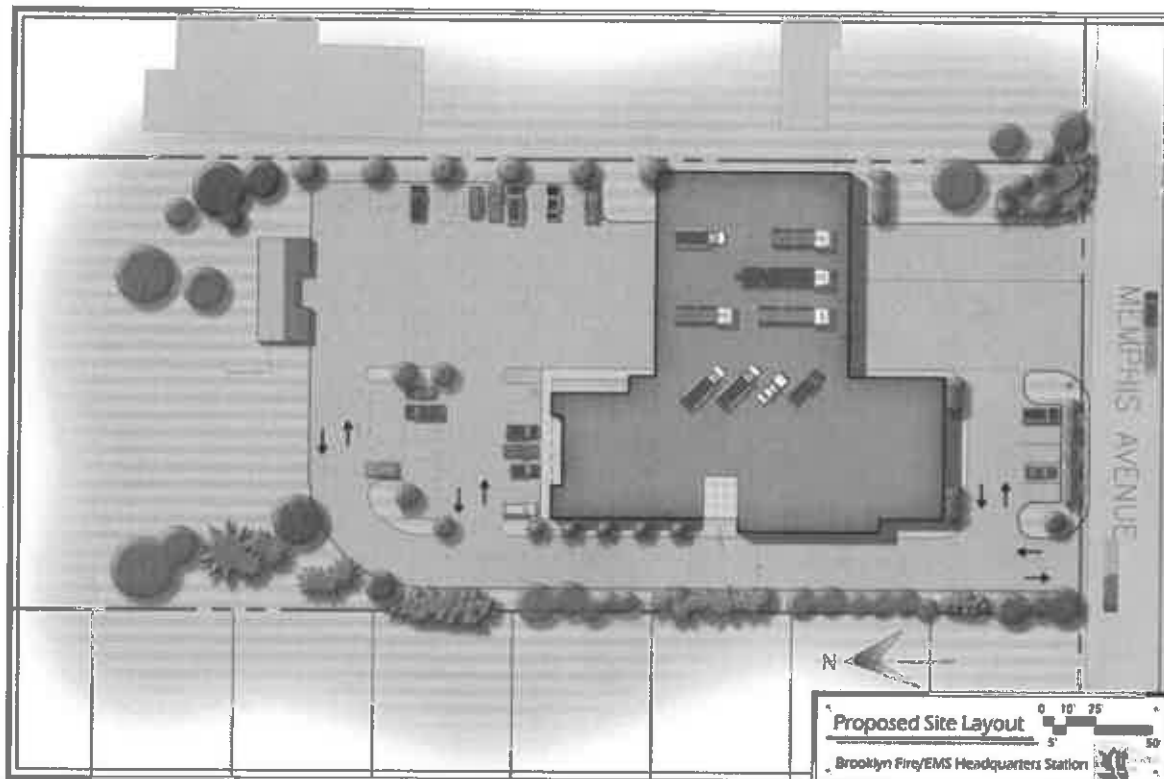
The Fire Department performs a number of public services. Community-oriented programs and services include smoke detector installation, infant car seat checks, home safety surveys, and public education. Other technical services that the Brooklyn Fire Department offers include:

- Fire/Life safety inspections
- Fire ground training
- Paramedic continuing education
- Brooklyn Volunteer Corps training

The Fire Department participates in a collaborative with 18 other cities in the Southwest Area of Cuyahoga County. The collaborative allows each city to share the cost of manpower needed to provide highly specialized services when responding to hazardous materials, technical rescues, and fire investigations. The Brooklyn Fire Department presently provides two members to the Haz-Mat Team, two members to the Swat Medic Team, and one member each to the Tech-Rescue team and Fire Investigation Unit.

In November, 2004, Brooklyn residents approved a levy (Issue #10) to finance the construction of a new Fire Station and emergency medical service headquarters. The 1.5 mill levy is being used for the new fire station and funding of the safety forces retirement fund.

The new Fire Station will be located on the northeast corner of Memphis and Roadman Roads. Construction started in June, 2005 and the new facility is expected to be completed by late 2006. In total, the new facility will have approximately 24,500 square feet of floor area. The City hired RCU Architects Inc. and RFC Contracting Inc., and has worked closely with the Brooklyn Fire Chief and a volunteer Fire Station Committee on the design and layout of the new Fire Station. Figure 1 provides a schematic view of the new Brooklyn Fire Station.

Figure 1: Proposed Brooklyn Fire Station

The new Fire Station facility will address many of the deficiencies related to the existing Fire Department space. The existing Fire Station is cramped, inefficient and more than 30 years old. Updated fire equipment including an aerial truck was unable to be parked within the old Station, but will have adequate space within the new structure. The new station will also include a dedicated clean-up/decontamination area. A training tower was originally slated to be built on the new Fire station property, but given budget constraints, was excluded as part of the current construction plans.

Service Garage

The Brooklyn Service Garage is located at 9400 Memphis Avenue. The facility is approximately 31,280 square feet in size and shares the property with the Brooklyn Municipal Landfill. Two other buildings are located on the property: in 1975, a 3,630 square-foot salt storage dome was built, and in 2005, a 525 square-foot sod storage building was added.

The Service Garage is considered to be in “Good” Condition. The facility was built in 1942 and later expanded in 1970. In 1990, the building underwent some renovation including a new roof.

*Brooklyn Service Garage.*

Part 1 Existing Conditions and Assessment

Chapter 1.5 Public and Community Facilities and Services

Approximately 30 full-time employees and four (4) part-time employees operate out of this facility. Seasonal grass cutters and summer maintenance workers are added to the Service Department's personnel from May through September annually. While the Service Director's office is located at City Hall, other offices including the General Foreman, Dispatch, and mechanics' offices are located at the Service Garage.

While the Service Garage building is in satisfactory condition, the grounds are in need of repairs: a gravel and dirt driveway and employee-parking lot need to be surfaced. A portion of the driveway apron and part of the driveway are paved, but a section, measuring approximately 150 feet by 150 feet, is unpaved, which generates dirt and dust. The facility is also not currently configured to service vehicle repairs onsite, and a separate building for the repair of City vehicles should be considered in the future.

Senior/Community Center



Brooklyn Senior/Community Center

Brooklyn's Senior/Community Center is located at 7727 Memphis Avenue. This facility opened in 1983 and provides a venue for community events and senior activities.

The Senior/Community Center has approximately 15,170 square feet of floor area. When it was built, the facility was considered to be state-of-the-art. While the Senior/Community Center is already 22 years old, it is still considered to be in "Good" condition. In 2002, the Brooklyn Senior/Community Center floors were rehabilitated and new carpeting installed; the only improvements that have been made to the facility since it was built.

The Brooklyn Senior/Community Center provides offices for the Center's Coordinator and staff, and offers an arts-and-craft room, meeting rooms, and a full kitchen. A number of on-site programs and activities are also offered. The Senior/Community Center is staffed by four (4) full-time employees and contracts with additional staff on a part-time basis.

Among the many services provided, the Brooklyn Senior/Community Center provides a door-to-door transportation service, available Monday thru Friday. The van service is geared towards Brooklyn residents who are 55 years of age or older and are unable to drive, but is also available for the handicapped and disabled. Seniors can call ahead to make reservations for transportation for shopping trips and medical appointments.

One of the main issues is the lack of storage space at the Senior/Community Center. There is little space to store existing tables, chairs and equipment when not in use. Parking is also at a premium especially when there are multiple events being held concurrently either on-site or at nearby facilities. In addition, various upgrades need to be made to improve operations at the center, including replacement of the HVAC system, various kitchen appliances and outdated equipment. The building's exterior also needs to be cleaned.

John M. Coyne Recreation Center

The John M. Coyne Recreation Center is a multi-use facility located at 7600 Memphis Avenue. The Center opened in 1975 and in 1992, the City added a \$3.2 million natatorium and expanded locker room. In 2004, the Brooklyn Recreation Center was renamed the John M. Coyne Recreation Center.



John M. Coyne Recreation Center

The recreation center is approximately 84,735 square feet in size and is located on a 14-acre parcel. Facilities located here include:

- Indoor/Outdoor Swim Complex including a Wading Pool
- Ice Skating Rink
- Steam Room/Sauna
- Whirlpool
- Cardiovascular Room
- Locker Rooms
- Racquetball Courts
- Baseball Diamonds

In general, the overall condition of the building is considered to be in “Good” condition. According to the Recreation Director, the natatorium is considered “Very Good” while other, older parts of the facility are considered “Fair”. For instance, the racquetball courts are outdated and underused. Other parts of the building such as the building entrance and locker rooms are inefficient and poorly configured. In 2002, Brooklyn hired an architectural firm to study upgrades and improvements at the recreation center. Improvements were estimated at \$4 million and cited changes to the front entrance and expansion of the fitness room, among other improvement changes.

The Recreation Department has eight (8) full-time staff members and numerous part-time personnel including cashiers, rink guards, life guards, maintenance, and contractual instructors.

Programs offered at the recreation center include ice skating instruction, skating sessions for figure/public skating and hockey, Spring and Fall soccer, youth dance classes, softball/baseball, home run derby, tennis instruction, day camp, and cheerleading. The natatorium offers swimming lessons, water exercise programs, and open swimming. Various fitness programs include body sculpting, martial arts and kickboxing, and a community basketball program is held off-site at the High School.

In terms of building facility needs, the recreation center is in most need of interior planning and configuration assistance. The existing flow between activities in the building needs to be improved. Because the facility was built and expanded over time, the current front entrance and easy access front parking is inadequate and needs to be improved. The existing fitness center area is considered inadequate and needs to be expanded. The recreation center’s indoor pool needs to be rehabilitated and refinished: the pool does not currently meet depth requirements for competitive swimming. The exterior’s glass partitions are not only difficult to clean but also

need to be replaced. The ice rink needs improved locker rooms as well. Cost estimates for upgrades and changes at the recreation center approached \$4 million in 2002.

RECREATION

Brooklyn residents are served by various recreational offerings including programs, activities and facilities throughout the City. Parks, recreation amenities and public open spaces positively contribute to a community's quality of life. Outstanding recreation facilities and parks can act as economic development drivers, attracting and retaining residents, businesses, and workforce.

The Brooklyn Recreation Department coordinates and manages the recreation facilities and programs for use by residents. The Service Department assists the Recreation Department and helps with the maintenance of the recreational facilities.

Brooklyn has a comprehensive park system made up of a variety of park types. These park types range from large community parks to smaller neighborhood parks to very small mini parks. In addition, thanks to the Cleveland Metroparks, residents have access to the regional park system. Park facilities are described below and identified on Figure 2. Recreation Service Areas.

Veterans Memorial Park

Veterans Memorial Park is one of the City's largest recreational sites. It is located behind City Hall as part of the City Hall/Senior/Community Center campus that comprises nearly 75 acres. Because of its size, the park has two sections: Upper and Lower Veterans Memorial Park.



Fountain at Veterans Memorial Park

Veterans Memorial Park is a community park that offers a variety of recreational opportunities including organized and passive recreation. Upper Veterans Memorial Park, located adjacent to the City Hall parking lot, was renovated in 1997. Phase I of the project included playground equipment, a fountain area for wading, a small pavilion, the Grande Pavilion (available for rental), playground, garden area, renovated restroom facilities, and a refurbished park building now used as a park office and storage area. The Upper Park area also includes a baseball diamond for adult and youth programs. In 1998, Phase II renovation was completed, which encompassed 26.05 acres of the Lower Veterans Memorial Park. This area at its southern point is adjacent to the two City of Brooklyn elementary schools; Rodoan and Brookridge. The project included construction of the South Creek Pavilion (available for rental), a swing park area and renovation of the existing Old Stone Pavilion (available for rental) and restroom facilities. Construction of a retaining wall, drainage system, fencing and a renovated baseball diamond completed the project. In 1999, renovation continued with Phase III called "Backyard Fun". The purpose for this area was to create a renewed interest in tennis, in-line skating, deck hockey shuffleboard, golf and basketball. In response to community interest in 2004, the City redid the in-line skating area of "Backyard Fun" into a skateboard park.

The last component to the parks redevelopment in 2000 was the construction of an eight foot wide multi-purpose trail that provides neighborhood access to the park and allows visitors to enjoy both the Upper and Lower Veterans Memorial Park.

Timothy Knight Commons

This 1.7-acre city-owned mini-park is located southwest of the intersection of Biddulph and Ridge Roads. Recently renamed from Brooklyn Commons, the park was dedicated in July, 2005 to a young fallen soldier and previous Brooklyn resident.

The Timothy Knight Commons is devoted to passive recreational amenities such as a gazebo, a footbridge, walking trail and benches. Several parking spaces are located nearby at the shopping complex and sidewalks are located along Biddulph Road. The gazebo was built in 1985 and is in "Very good" condition. The eastern end of the park and the gazebo are lit by lampposts with a historic look. The western end of this linear park is open space.



Timothy Knight Commons

James P. Brock Memorial Playground

Brock Playground, named for a resident James Brock who was killed in Vietnam, is located at the southeast corner of Ridge Road and Vandalia Avenue and is roughly a half an acre in size (0.52 acre). Because of its location near Ridge Road and high volumes of traffic, Brock Playground is fully enclosed by a tall chain link fence.

The Brock Memorial Playground is designed for use by children age 14 years and younger. The park includes playground equipment and a handicap-accessible paved area. In 1999, Brock Park was reconditioned and new playground equipment was installed. Only on-street parking is available for this small mini park.



Brock Playground

Marquardt Park

This neighborhood park is located south of Biddulph Road between Autumn Lane and Bentwood Drive. The streets of Springwood, Brookhigh and Heather Lane terminate into Marquardt Park. There are slightly less than 12.5 acres of parkland and the park includes a baseball diamond, soccer field, large open field, playground



Marquardt Park

equipment, restrooms and pavilion. On-street parking is available on each of the streets that surround the park. A paved driveway turn-around provides for emergency vehicle access. Currently, a dirt walking trail connects many of the streets that provide access to this neighborhood park. However, pedestrian access and parking is a neighborhood concern, especially when there are community events at the Park.

In addition to active recreation amenities, Marquardt Park also provides passive recreation opportunities. A wooded out-cropping of trees is located to the park's southern and eastern boundaries and provides a buffer between the nearby residential housing and Interstate 480. There is a walking trail currently in this wooded area. One feature to note about Marquardt Park is that is a dog-friendly park!

Cleveland Metroparks – Big Creek Reservation and Brookside Reservation

A 37-acre portion of the Big Creek Reservation is located in Brooklyn on Memphis Avenue, at the terminus of Tiedeman Road. The rest of the park is located south of the Brooklyn border. A major component of Big Creek Reservation is the Big Creek Parkway, a refreshing alternative to the standard suburban commuter routes to Cleveland. This portion of the reservation runs parallel to Pearl Road from Valley Parkway to Brookpark Road, and is located in Parma, Parma Heights, Middleburg Heights, and Strongsville.

Brookside Reservation is located in Cleveland at the eastern edge of Brooklyn, just south of I-71. Until it was acquired by the Cleveland Metroparks in 1993 it was one of the Cleveland's oldest neighborhood parks, having been purchased by the City in 1894. By the early 1900s, the area had become a center for recreation. Athletic events were popular at that time, and Brookside hosted one of the first city ice skating races in 1901. The 135-acre reservation serves as a refuge for diverse wildlife in an urban setting. It is also an attractive spot for area picnickers and a resting site for walkers, cyclists and others who use the all purpose trail. An all purpose trail connects the reservation to the Cleveland Metroparks Zoo.

Recreation Standards

While the Ohio Parks and Recreation Association (OPRA) provides programmatic guidance for municipalities, the National Recreation and Park Association (NRPA) provides general guidance for the minimum amount of parkland needed and has outlined recreation standards based on typical service areas. As Table 2 shows, a service area and recommended number of acres based on population are assigned to each park classification. Using these factors, it is possible to compare the recommended standards to the existing amount and location of parks in the City and to measure the surplus or deficit of existing park land.

Despite this systematic evaluation, it is important to remember that communities are dynamic and unique, and that it is very difficult to apply one set of standards to all communities. In addition, some parks function in multiple ways, and there are also recreation/playground facilities located at school sites, but which are not included in this analysis. For example, people who live within 1/8 mile of Veterans Memorial Park are able to walk to the playground facilities in much the same way as neighbors near Brock Playground. In addition, the Cleveland Metroparks provides regional parks for the entire county and Brooklyn residents are fortunate to live close to both Big Creek Reservation and Brookside Reservation.

Table 2: Standards for Outdoor Recreation Areas, Brooklyn.

Classification	Service Area	Acres per 1,000 population ^(a)	Total Acres recommended for Brooklyn	Existing Acres in City	Surplus or (Deficit)
Mini-Park/ Playgrounds Brock Playground Timothy Knight Commons Marquardt Park ^(b) Veterans Memorial Park ^(b)	1/8 mile	0.25 acres	2.9 acres	~ 4.2 acres	~ 1.3 acres
Neighborhood Parks Marquardt Park Veterans Memorial Park ^(b)	¼ mile	1.00 acre	11.6 acres	~ 22 acres	~10.4 acres
Community Parks Veterans Memorial Park Brooklyn Recreation Center	½ mile	5.00 acres	57.9 acres	41.0 acres	(16.9) acres
Natural Resource Area Cleveland Metroparks: Big Creek at Memphis Big Creek in Parma Brookside in Cleveland	10 miles/ variable	15.0 acres	173.80 acres	37 acres, plus over 500 acres in adjoining reservations	360 acres+

Source: National Recreation and Park Association Standards, 1997.

^(a) 11,586 total persons according to the 2000 Census of Population & Housing

^(b) Larger parks serve multiple functions: only the typical size of park for each category is counted for the larger parks

According to NRPA standards, Brooklyn has a modest deficiency of local parks, a total of 16.9 acres. Mini-parks and playgrounds cover the smallest service area, and based on Brooklyn's population size, almost three (3) acres are recommended for the City. Given the various playground areas in the City, there is a slight surplus of mini-parks and playgrounds. Neighborhood parks constitute approximately 22 acres, or about 10 acres more than the minimum recommended. Community parks in Brooklyn cover close to 41 acres, but this is 17 acres less than the recommended acreage for these types of parks.

Another way to evaluate the adequacy of parkland is according to service area, which looks at the distance people typically travel to visit each type of park. The typical service areas were mapped for each park location in the City. When viewed spatially, Figure 2 highlights those residential locations that are currently underserved.

There are primarily two areas that fall outside the service areas of all the City parks, an area east of Marquardt Park and an area west of Marquardt Park. Neighborhoods that are outside of the ½ mile radius include residences approximately 1,000 feet on Tiedeman both north and south of Biddulph road, residences on both sides of Biddulph road just east of Big Creek until Brook Lane, and residences south of Biddulph and east of Ridge Road. Several residences south of Ira Avenue, the southern end of Summer Lane, and the eastern end of Idlewood Drive are also outside of a ½ mile recommended radius.

OTHER CITY-OWNED FACILITIES

The Brooklyn Historical Museum, located at 4442 Ridge Road, is owned by the City of Brooklyn. The Museum is approximately 6,080 square feet in size and was originally built in 1929. A garage and storage shed are also located on this property.

The City also owns the building located at 4476 Ridge Road, a 4,870 square feet structure. This facility was built in the 1950's and in this building in 1957, the Brooklyn Branch of the Cuyahoga County Public Library system opened. In 1992, when a new library building was constructed, this building was reused for records storage and archives. This building suffers from poor ventilation and occasional dampness because it is an unstaffed, "cold" storage facility without continuous heat or air conditioning. In 2000, a water pipe broke which resulted in mold growth and odors. There are no long-term plans for the property.

In 1992, the City of Brooklyn constructed a new 19,514 square foot building to house the Brooklyn Branch of the Cuyahoga County Public Library. The City has a long-term lease with the Cuyahoga County Public Library system for use of the building and grounds located at 4480 Ridge Road.

PUBLIC SCHOOLS

The Brooklyn City School District (BCSD) is one of 31 public school districts in Cuyahoga County. While more than half of all local public school districts encompass more than one municipality, Brooklyn's public school district serves only residents of Brooklyn.

Table 3 shows total enrollment for the Brooklyn City School District. Within the past five years, enrollment has remained relatively stable. Approximately 1,390 students were enrolled in the 2004-2005 school year according to the Brooklyn City School District's Treasurer's Office. Since 2000, the BCSD experienced a slight decline of 0.71% in total enrollment.



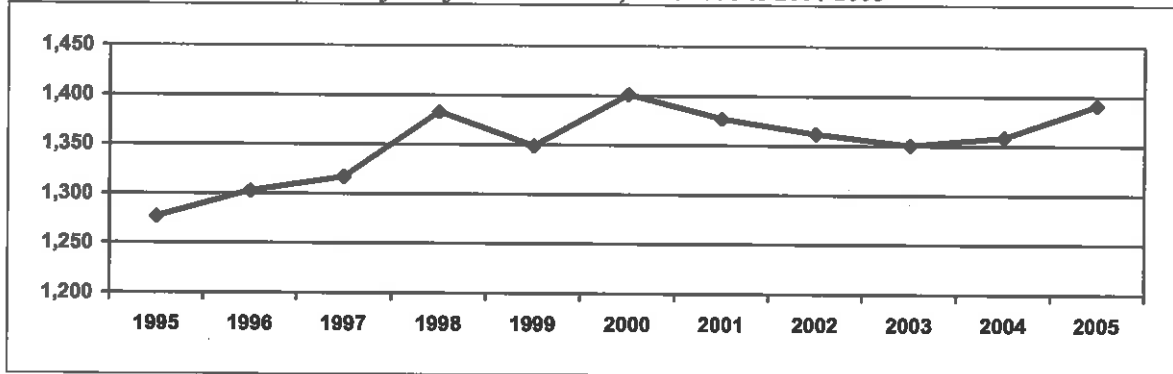
Brooklyn Board of Education office entrance.

Table 3: Total Enrollment, 2000-2001 to 2004-2005

	2000-2001	2000-2001	2001-2002	2002-2003	2004-2005	Percent Change
Brooklyn City School District	1,401	1,377	1,362	1,351	1,391	-0.71%

Source: Annual Enrollment Brooklyn City School District, Treasurer 2005.

Figure 3 shows the change in total BCSD enrollment over the past ten years. As the graphic shows, enrollment has fluctuated within this time period. In 1998 and 2000, enrollment peaked at high enrollments of 1,388 and 1,401 respectively. In recent years, enrollment has stabilized and in 2005 returned to close to 1,390 students.

Figure 3: Total Enrollment, Brooklyn City School District, 1994-1995 to 2004-2005

Source: Annual Enrollment Brooklyn City School District, Treasurer 2005.

Tables 4 and 5 detail information about each of the four public schools that comprise the Brooklyn City School District: two elementary schools, a middle and high school. Table 4 shows grade levels, number of classrooms, current enrollment by school and building capacity. Most school buildings instruct three grades of students with the exception of the High School which has four grades: 9-12. A Preschool program was added at Rodoan Elementary School in recent years and offers both morning and afternoon programs. The number of classrooms range from 13 at Rodoan Elementary to 38 at the High School. Brooklyn High School also has the largest enrollment at 437 students in 2004-2005.

According to the school district's Treasurer, buildings within the Brooklyn City School District are at maximum capacity. While the school district appears to be under-capacity, space at each of the schools is at a premium due to special needs programs which require additional space per pupil within a classroom. However, no new buildings are anticipated or planned for the school district at this time.

Table 4: Brooklyn City School District

Public School Buildings	Grades	Classrooms	2004-2005 Enrollment	Building Capacity*
Roadoan Elementary School 4525 Roadoan Road	Pre, K-2	13	280	415
Brookridge Elementary School 4500 Ridge Road	3-5	14	318	505
Brooklyn Middle School 9200 Biddulph Road	6-8	18	356	531
Brooklyn High School 9200 Biddulph Road	9-12	38	437	680

* Each of the schools is at full capacity due to special needs programs which require additional space per pupil.

Source: Brooklyn City School District, Treasurer, April, 2005.

Table 5 shows property data for each of the four school buildings in the district. Square footage ranges from about 42,450 to 190,000 square feet. The Middle and High Schools are located on the same site, sharing a “campus” of more than 16 acres. The Brooklyn Board of Education also has their offices on this shared site. Brookridge Elementary School and Roadoan Elementary are located side by side between Ridge Road and Roadoan Road.

Most of the school buildings are more than fifty years old. The Middle School is the oldest building, originally built in 1939. However, these facilities are in “Very Good” condition. According to the School District’s Treasurer, each of the district’s buildings were upgraded in recent years to meet the needs of the students, teachers and other support staff in the school district.

Table 5: Brooklyn City School District Property Data

Public School Buildings	Building Sq. Ft	Lot Acres	Year Built	Building Condition
Roadoan Elementary School 4525 Roadoan Road	42,465	1.50	1948	Very Good
Brookridge Elementary School 4500 Ridge Road	57,300	39.05	1954	Very Good
Brooklyn Middle School 9200 Biddulph Road	49,000	16.25	1939	Very Good
Brooklyn High School 9200 Biddulph Road	190,000		1957	Very Good

Source: Cuyahoga County Auditor’s Office, April, 2005; Brooklyn City School District, Treasurer, April, 2005.



Radoan Elementary School

The Brooklyn City School District took advantage of House Bill 264 which allowed school districts to issue debt without voter approval to finance capital projects which produced energy savings. The BCSD spent \$4.25 million dollars beginning in 1994 to upgrade all four school district buildings. Each of the public schools received new energy efficient windows and doors; new roof; painting of classrooms; computers and fiber optic wiring. All of these improvements were needed but ultimately resulted in the school district going into default in 1997-1998.

New playground equipment at each of the elementary schools has recently been installed, with half the funding raised by the PTA. Improvements to "Hurricane Alley" are being finalized and additional parking was recently completed at Brookridge Elementary School.

Ohio Department of Education Local Report Cards

The Brooklyn City School District's rating by the Ohio Department of Education (ODE) for the 2004-2005 school year was "Continuous Improvement". The BCSD met 11 of the 23 state indicators and is one of six districts in Cuyahoga County with this designation. Brooklyn has maintained a Continuous Improvement designation over the past four academic school years, up from Academic Watch in the 1999-2000. Within the past five years however, the number of state indicators have declined from 27 indicators to a low of 18 and a current total of 23. The results of the district's proficiency tests for the 2004-2005 school year are shown in Table 6.

Table 6: 2004-2005 Proficiency Tests Scores

	4 th Grade Proficiency		6 th Grade Proficiency		10 th Grade Proficiency	
	Brooklyn (BCSD)	State of Ohio	Brooklyn (BCSD)	State of Ohio	Brooklyn (BCSD)	State of Ohio
Citizenship	56.9%	66.0%	79.40%	72.7%	83.9%	79.3%
Math	52.4%	65.5%	62.1%	62.5%	83.0%	81.6%
Reading	66.0%	76.6%	66.0%	69.8%	94.7%	92.0%
Writing	75.7%	78.1%	88.2%	83.5%	91.5%	83.7%
Science	44.1%	61.2%	64.7%	66.9%	74.5%	73.0%

Source: Ohio Department of Education Local Report Card, 2004-2005.

Some highlights from the ODE Local Report Card include attendance and graduation rates. The BCSD exceeded the state attendance rate requirement of 93%, achieving 95%. The school district also met the state's graduation rate with a district total of 94.7%. Proficiency tests given to the District's fourth grade students had the lowest scores in all categories, while 10th grade students exceeded the State of Ohio for each.

According to the ODE, expenditures per pupil in the Brooklyn City School District were \$9,390 in 2004-2005. Similar districts averaged \$8,787 per pupil during the same year.

Private Schools

There are two private schools in the City of Brooklyn: Heritage Christian Baptist School and St. Thomas More. Heritage Christian Baptist School is located at 4403 Tiedeman Road and is a ministry of the Cleveland Baptist Church. This school teaches students in Kindergarten and Grades 4-8 and had an estimated enrollment of 265 in 2004-2005 (270 in 2003-2004). Enrollment has declined slightly over the past three years and the school has experienced an under-capacity of students. While numerous Brooklyn residents send their children to Heritage Christian Baptist School, most of the school's students come from outside of the City of Brooklyn.

St. Thomas More Elementary School is located at 4180 North Amber Drive and is part of the Cleveland Catholic Diocese. St. Thomas More teaches students in Grades K-8, and just began a Preschool program in 2005. The school's enrollment was estimated at 389 students in 2004-2005, down just slightly from 391 in 2003-2004. St. Thomas More also has an enrollment that is under-capacity. Similar to Heritage Christian School, St. Thomas More attracts more non-Brooklyn school-age residents, a trend that has completely reversed itself from a generation or so ago. Unlike other catholic schools in the region, these two private schools appear to be viable and plan to continue to operate in the City even with declining enrollments.

Other Schools

The Brooklyn Adult Training Center is a facility owned and operated by the Cuyahoga County Board of Mental Retardation and Developmental Disabilities. It is located at 10991 Memphis Avenue and opened in September, 1990. The facility provides resources and skill training to men and women with MR/DD in order to address vocational and social challenges. The Center is one of eight Adult Activities Center in Cuyahoga County and offers a wide range of programs and services including classes, outings and crafts, work skills training, and employment opportunities in a sheltered work environment. The Center has a staff of 60 and an enrollment of 265 as of April, 2005. While Brooklyn residents are served here, the majority of the facility's clients come from surrounding west-side communities.

LIBRARY

The Cuyahoga County Public Library system operates a branch in Brooklyn, one of 29 branch locations throughout the County. The facility, owned by the City of Brooklyn, is located at 4480 Ridge Road and was opened in 1992 on land donated by the Brooklyn Board of Education. Brooklyn's first branch was built in 1957. The older library building, owned by the City of Brooklyn and located just north of the current branch, is currently used as a records archives and "cold" storage facility by the City.



Brooklyn Branch, Cuyahoga County Public Library

The Brooklyn library branch is approximately 19,514 square feet in size and located on a 1.21-acre site. There are approximately 18,000 registered patrons at the branch and the library circulated more than 516,800 items in 2004. Patrons have access to more 120,000 materials including books, magazines, newspapers and journals, music, videotapes, DVD's and interactive multimedia. Personal computers and seven (7) internet terminals are available to patrons who have access to over 1200 databases through the library's research website and the

Internet. The Brooklyn branch also offers a toy lending library, which is unique to any other library in the state.

The library offers a number of programs for all age groups: toddlers, teens, adults, parents and children. Seasonal and year-round programming is available and includes computer classes, summer reading games, career workshops, and arts & craft activities.

Plans for future improvements to the library include revising the floor plan and layout of the building, improving the paging system, redesigning the circulation department, and reconfiguring and expanding the computer stations. Other programmatic improvements include a reading program for parents and children under three years old and a Homework Center, which will assist students in Grades K-6 and concentrate on reading and math skills. Improvements will be financed through the recent passing of a renewal five-year levy.

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CHAPTER 1.6

PUBLIC INFRASTRUCTURE

Basic amenities such as roads, water distribution lines, sewer lines, and public transit services are key elements of the City's infrastructure. The City's Service Director works with the C.W. Courtney Company who has been retained by Brooklyn to be its City Engineer. The C.W. Courtney Company oversees all aspects of the City's public infrastructure including streets, sidewalks, and sanitary and storm sewers, while the Service Director oversees public buildings and land. The Service Department also coordinates programs such as garbage collection, recycling and other City services like snow plowing and grass cutting programs.

This Chapter reviews the existing conditions of the City's public infrastructure and services. More detail on specific streets and other infrastructure are included in the discussion of the appropriate focus areas in Part 2.

CAPITAL IMPROVEMENT PLAN

The City typically prepares an annual Capital Improvement Plan (CIP). The last CIP was completed in Fall, 2003 and projected needs out over a five-year period. Because Brooklyn did not apply for Issue 2 funding in 2004, the City did not compile a CIP in 2004, although the two are independent of each other. The CIP is usually compiled by the Service Director and the City Engineer.

STREETS/ROADWAYS

The major streets within a community and the local streets in the neighborhoods generally set the tone for the feel and character of that community. The major street network in Brooklyn has been in place for over 50 years. These streets, including Brookpark, Biddulph, Memphis, Ridge and Tiedeman were built or expanded to maximize automobile circulation.

Based on the results of the Community Survey, a number of residents' frustrations are directly related to the condition of the major and local streets and sidewalks, and the amount and type of traffic on the major streets. Below is a summary of the condition of the streets. Traffic volumes at intersections are noted when available, but much of the data on traffic volumes is outdated: the most recent volumes date back to 2001, while most are from 1999 or earlier. See Appendix G for more details on historical traffic volumes for streets in Brooklyn.

In total, there are approximately 33 miles of roadways within Brooklyn, which have an average age of 41 years. Two interstate highway systems, I-480 and I-71, traverse the City east to west: Interstate 480 has two interchanges within Brooklyn – one at Tiedeman Road and another at Ridge Road; I-71 can be accessed at Denison Avenue or at Bellaire Road in nearby Cleveland.

Six streets in the City have four or more lanes of traffic (at least for a portion of the street) and function as major transportation routes for residents, commuters, employees and truck traffic. These streets are listed below:

Biddulph Road is primarily comprised of residential frontage with the exception of the commercial development at Biddulph Plaza and Ridge Road intersection and a few school and church facilities located at various intersections. The western end of the street has been widened to three lanes to accommodate the large number of vehicles that travel on this end of the street, and there are four lanes at the intersection of Tiedeman Road to accommodate turning movements. In August 1999 the estimated average daily traffic (ADT) through the intersection was 26,921 vehicles.

Brookpark Road (State Route 17) is a major east-west regional state route connecting Brooklyn to many other Cleveland Suburbs. According to the Ohio Department of Transportation's Traffic Survey Report for 2000 (the most recent available), the average daily traffic on Brookpark Road is 22,310 vehicles, of which 820 (3.7%) are trucks and other commercial vehicles. Brookpark Road serves as the City's southern boundary, and property on the south side of the street is located in the City of Parma. The intersection of Brookpark Road and Ridge Road recorded the largest number of vehicles traveling through the intersection, with an ADT of 60,477 vehicles (June 1999).

Clinton Road is a four-lane street servicing the industrial establishments in the northern section of the City. It was upgraded in 1997 and with a 50-foot wide pavement can accommodate additional industrial development in this area.

Memphis Avenue is a major east-west route for residents traveling between parts of Cleveland, Brooklyn and Linndale. The City's civic center campus, including the Recreation Center, Senior/Community Center and City Hall, is located on Memphis Avenue. The Memphis Avenue/Ridge Road intersection averaged over 33,000 vehicles per day through it in August 1999. According to the City's 2005 inventory of infrastructure, Memphis Avenue is a four-lane road, but it is marked only as a two lane road.

Ridge Road is a major north-south route for commuters traveling to Parma and for shoppers at the two shopping centers. Ridge Road generally has residential frontage and older retail within the boundaries of the City, with the exception of the area between Biddulph Plaza and Brookpark Road where it is predominately retail. Ridge Park Square Shopping Center is located at the I-480 exit ramp. The intersection volume at the ramps was over 51,000 ADT as of June 2000.

Tiedeman Road is a four lane, 50-foot wide street that carries a significant amount of office and industrial employee traffic. In 1994, the Plain Dealer opened a \$200 million printing and distribution facility on the west side of Tiedeman Road at the I-480 off ramp. Beginning in 2000, restaurants and hotels have been constructed at Cascade Crossings off Tiedeman, just south of the I-480. Around the same time, truck distribution centers opened at the north end of Tiedeman on Memphis Avenue. In June of 2000, average daily traffic volumes through at the I-480 ramps/Tiedeman Road intersection was recorded to be over 46,000 vehicles.

The remaining 84 streets in the City have only two lanes of traffic and a median pavement width of 25 feet. The majority of these streets are local residential streets; the exception being Rodoan Road, which functions as a collector street between Biddulph Avenue and Memphis Avenue. In general, the average age of Brooklyn's local streets is 42.7 years. Most streets are made of concrete, the most expensive but highest quality material. A concrete and asphalt combination is also commonly used in the City. As of 2005, Brooklyn has three brick streets.

The City conducts an annual survey in the springtime of all of roads in the City to assess their condition. Brooklyn is responsible for all local roadways and works with the Cuyahoga County Engineer and Ohio Department of Transportation (ODOT) for maintenance, repair, and reconstruction of the main arterial roadways. According to the 2004 survey, more than two-thirds (67.2%) of the streets are in "Good" to "Excellent" condition. The overall condition of the City's roadways is noted in Table 1.

Table 1: Condition of Streets in Brooklyn

	Length	% of Total Length
Excellent condition	4.36 miles	13.1%
Good condition	17.95 miles	54.1%
Fair condition	10.49 miles	31.6%
Poor condition	0.38 miles	1.2%
Total	33.18 miles	100.0%

Source: C.W. Courtney Company

As part of the annual survey, local streets are identified and prioritized for pavement improvements. In 2003, repairs and improvements were conducted on the following streets when the City worked on the storm and sanitary sewers: West Boulevard, Woodhaven Avenue, Plainfield Avenue, and Southfield Avenue.

Ongoing street repairs include signalization, concrete repairs, asphalt overlays, and crack sealing projects. The City's annual budget in recent years has been \$500,000 for street maintenance and repairs. Due to budget constraints however, the City's 2005 budget has been reduced to approximately \$300,000. As a cost saving measure, the City has begun to do its own concrete repairs, which is less expensive than using an outside contractor.

Several local streets received repair and maintenance improvements in 2005. Brooklyn streets that were repaired with a concrete resurfacing included Delora (east of Pelham), Springwood Drive, Brookhigh Drive, Heather Lane, and a portion of West 66th Street. Other local streets received joint and crack sealing maintenance including West 62nd Street, Williamston Avenue, Saybrook Drive, Pelham Drive, Summer Lane (north of Biddulph), and Rodoan from Memphis to Biddulph. Also, several streets that were asphalted in 2004 were rejuvenated with a reclamite sealant.

Planned improvements for non-local roads include Tiedeman and Ridge Roads. There are ongoing talks between the City and the County Engineer's Office about an interim project at Ridge Road and a resurfacing project on Tiedeman Road.

Since 2001, numerous major capital roadway projects have been undertaken in the City. Biddulph Road was completely reconstructed from Tiedeman to Ridge Road in 2001. In 2002, the first phase of the Ridge Road resurfacing (from I-480 to Memphis Ave) was completed. The second and third phases of the Ridge Road resurfacing project will extend from I-71 to Denison Avenue.

In 2002, the City retained HNTB Traffic Engineers to conduct the Ridge Road Operational Study in order to identify traffic management solutions to improve traffic flow mobility, safety and efficiency between Brookpark Road and Memphis Avenue. At that point, Ridge Road was categorized as an urban principal arterial that intersected 18 public roadways within the study

area. There were nine signalized intersections located at either public side streets or commercial developments, and numerous dwellings and commercial businesses that had direct driveway access onto the street. Table 2 highlights the existing conditions of Ridge Road in the study area.

Table 2: Ridge Road Existing Conditions, 2002

	# of Lanes	Width of Lanes
Between Brookpark and I-480	7 lanes	12 feet
Between I-480 and Northcliff Ave	6 lanes	10 feet to 11 feet
North of Northcliff Ave	5 lanes with center lane for left turns; exclusive left turn lanes at major intersections	Through-traffic lanes = 12 feet Left turn lanes = 10 feet

Source: Ridge Road Operational Study 2002 HNTB

The level of service was calculated for each signalized intersection along Ridge Road. Level of service is a quality measure used to generally describe the speed and travel time through the intersection. Levels are graded A through F where A describes ideal hindrance free traffic operations while level F is characterized by heavy congestion and long delays. In an urban setting like Ridge Road at I-480 it was noted that a level D characterized by an average travel speed of 9 to 13 miles per hour or better were acceptable. The HNTB study indicated that in 2002, specific sections of Ridge Road were operating poorly at a Level "E"

Table 3: Existing (2002) Intersection Levels of Service along Ridge Road

	Level of Service		
	AM Peak Hour	AM Peak Hour	AM Peak Hour
Brookpark Road	D	D	--
I-480 Eastbound Ramps	E	D	--
I-480 Westbound Ramps	E	E	--
Northcliff Ave	D	E	E
Ridge Park Square Drive	B	B	B
Biddulph Road	C	D	--
Memphis Avenue	C	C	--

Source: Ridge Road Operational Study 2002 HNTB

The study provided the City with a series of recommendations categorized as Short-Term (< one year) Mid-Term (1 to 5 years), Long-Term (> five years) and Ongoing. A number of the recommendations have been implemented, including: Brooklyn assuming the maintenance responsibility for all of the Ridge Rd signals between Brookpark Rd and Memphis Ave to ensure system compatibility and uniform operation and maintenance of traffic signals; optimizing the signal timing, offsets and phase splits at each intersection; providing properly timed pedestrian intervals at each intersection to improve safety; and restriping the roadway in various locations.

SIDEWALKS

Improvements to Brooklyn's sidewalks are typically done when local and main streets are repaired or reconstructed. The condition of the public sidewalks varies throughout the community and closely mirrors the qualitative rating given collectively to the streets in Table 1. No outstanding needs were cited by either the Service Director or Engineer. Community Survey findings suggest that respondents in the Ridge Park/Biddulph, Fairway/Brook, and Westbrook/Dawncliff neighborhoods cited the need for sidewalk repair and maintenance.

PUBLIC TRANSPORTATION

The Greater Cleveland Regional Transportation Authority (GCRTA) operates bus and transit service for the region. Brooklyn benefits from multiple bus lines that service the community. Four routes run through the City and travel to destinations such as Biddulph Plaza and Ridge Park Square, and employment centers such as the Plain Dealer and Keybank Operations Center in Brooklyn. These routes are shown on Figure 1 and include:

Route 23 – Clarke-Ridge

Route 45 – Ridge

Route 50 – East 116th - Harvard - West 117th

Route 79B– Fulton

Service varies for each route and is more limited during weekends and holidays. City-wide, there are 93 bus stops according to EcoCity Cleveland's Transit Waiting Environments Handbook. The bus stops are also shown on Figure 1. The Handbook inventoried the bus stops to record the types of amenities provided at each stop. Approximately 50 of these stops are basic bus pick-up and drop-off areas, 15 are bus stops with seating (but no shelter), 23 are bus stops with a shelter (and may have seating), and 4 are community destination bus stops which are more elaborate settings with additional amenities.

Other nearby GCRTA amenities include the Parma Transit Center, located in Parma at 8555 Day Drive between Ames and Ridge Roads, and the Brookpark (Ashby) Rapid Transit Station at 18010 Brookpark Road in nearby Brook Park.

LANDFILL

The City of Brooklyn operates its own landfill, the only operating municipal landfill in Cuyahoga County. The landfill is considered to be one of Brooklyn's biggest assets because it supports 13 full-time positions and saves the City in garbage collection fees. According to the 2004 Annual Report that URS Corp. prepares for U.S EPA on Brooklyn's landfill, and based on the average amount of garbage tonnage delivered annually the municipal landfill has a life expectancy of 34 more years.

The Ohio Environmental Protection Agency monitors the site and requires Brooklyn to abide by certain rules and regulations. The City must contribute to a financial assurance fund and make annual payments for sanitary landfill improvements for such things as leachate pumping, groundwater monitoring and engineering work.

Figure 1: Bus Routes



There are no long-term plans for the landfill. Because the life of the landfill is projected out more than 30 years and EPA regulations severely limit future possible land uses, the City has not actively entertained plans for its municipal landfill. In other communities across the country, cities have converted their landfills into viable open space and passive recreation. Yet it was due to planning foresight that enabled these communities to convert their landfills into public assets after landfill operations ceased.

Recycling

Brooklyn has an active curbside recycling program and requires residents to separate recyclables from regular trash in an effort to prolong the life of its municipal landfill. According to the Cuyahoga County Solid Waste District, 1,393 tons of recycling material were collected in 2003, which translates into a recycling rate of 25%. This was a 2.4% increase in the amount of materials recycled in 2002.

The City collects recyclables such as aluminum, steel, plastic, newspapers, cardboard, junk mail, phone books, paper and glass. Recycling is picked up as part of the City's weekly garbage collection and taken to a waste management facility in Oakwood for sorting. While Brooklyn pays a fee for dropping off its recycling, the fee is offset by the savings it generates from operating its own landfill. The City also earns a nominal amount of money on certain recycling items, such as aluminum cans.

Recently, changes to the Recycling Department resulted in a staff reduction from two crews of six employees to one crew of three full-time employees. In 2003, Brooklyn purchased a new truck which assists in the collection of recycling materials by allowing items to be commingled.

WATER LINES

The City of Cleveland Division of Water supplies Brooklyn with treated water. The filtration plant closest to Brooklyn is the Morgan Filtration Plant located at West 45th Street and Detroit Road. There are approximately 174,725 linear feet (33.1 miles) of water mains (lines) in the City. Brooklyn owns the water mains that distribute water from the Cleveland Division of Water's trunk lines to the service connections, which are privately-owned. The City has a service agreement with Cleveland's Division of Water where Brooklyn is responsible for any improvements and replacements to the distribution mains, unless the repair is less than one pipe length or occurs on private property.

Table 4: Condition of Water Mains in Brooklyn²

	Length	% of Total Length
Excellent condition	3.32 miles	10.03%
Good condition	8.96 miles	27.08%
Fair condition	13.26 miles	40.07%
Poor condition	7.55 miles	22.82%
Total	33.09 miles	100.00%
Source: C.W. Courtney Company		

The average age of the City's water mains is 60.1 years. In contrast to the condition of the street pavement, only about 1/3 of the water lines are in "Good" to "Excellent" condition, see Table 4. Almost one fourth (22.8%) are rated as being in "Poor" condition. Most of the water lines rated as "Poor" were built in the mid to late 1920's. While the system is deemed adequate,

² The current assessment of Brooklyn's water lines is based on the reported age of the infrastructure. However, the City's Fire Department conducts hydrant tests to check the volume and pressure of water annually.

improvements are usually conducted when a road receives attention or when an independent incident calls for corrective action.

SANITARY SEWERS

Brooklyn has more than 147,900 feet or 28 miles of sanitary sewers. According to the City Engineer, the average age of the sanitary sewers is 42.8 years.

More than 60% of the sanitary sewer lines were assessed to be in “Good” to “Excellent” condition. Only a small percentage is rated “Poor” condition. Ridge Road received storm and sanitary sewer improvements in 2002 and 2003 for a total cost of \$286,600. Memphis Villas Boulevard (south) received storm outfall improvements in 2002

Table 5: Condition of Sanitary Sewers in Brooklyn³

	Length	% of Total Length
Excellent condition	6.02 miles	21.48%
Good condition	11.16 miles	39.83%
Fair condition	8.68 miles	30.98%
Poor condition	2.16 miles	7.71%
Total	28.02 miles	100.00%

Source: C.W. Courtney Company

STORM SEWERS

There are approximately 106,340 feet or 20.1 miles of storm sewers in the City of Brooklyn. The average age is 47.3 years. More than half of the City’s storm sewers are rated as “Good”.

Table 6: Condition of Storm Sewers in Brooklyn³

	Length	% of Total Length
Excellent condition	1.73 miles	8.59%
Good condition	11.25 miles	55.86%
Fair condition	5.57 miles	27.66%
Poor condition	1.59 miles	7.89%
Total	20.14 miles	100.00%

Source: C.W. Courtney Company

Nearly 65% of the storm sewers in the City were assessed to be in “Good” to “Excellent” condition. Only a small percentage (less than 8%) is considered to be in “Poor” condition. In 2005, a Stickney Creek storm water management project was slated for construction at a cost of \$1.1 million.

RAILROADS

Multiple railroad tracks are located within the City. Two different railroad companies operate and oversee these rail lines: Norfolk Southern and CSX Corporation. The rail line that is located at the City’s northern border is known as the Cloggsville Line. This line is a double track line that moves in an east-west direction. Approximately seven (7) thru freight trains per day run along these tracks and the line services a local customer in the Clinton Road corridor. While train volume is subject to change at any given time, traffic has been fairly steady in the past five years. No changes or improvements are anticipated. CSX operates a Shortline that travels through the City of Brooklyn.

³ The current assessment of Brooklyn’s storm and sanitary sewer lines is based on the reported age of the infrastructure.

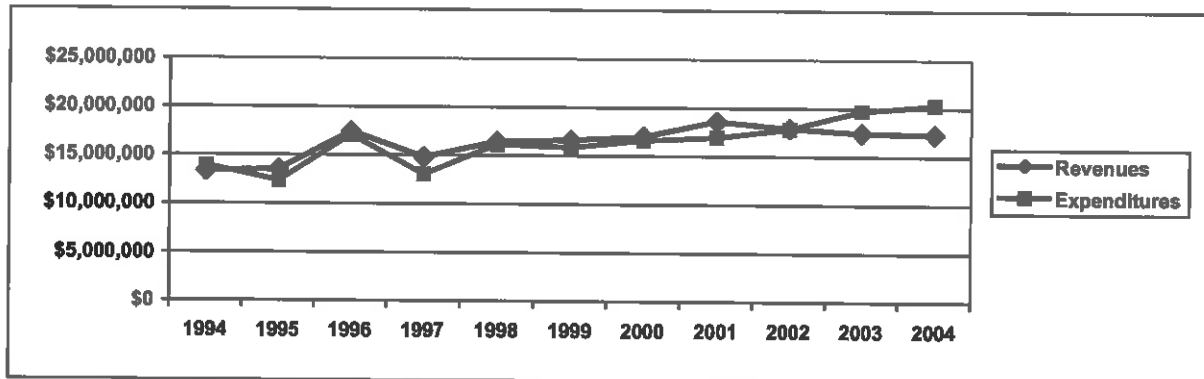
CHAPTER 1.7

FINANCIAL ASSESSMENT

A community's fiscal situation is a significant determinant of its ability to provide quality levels of public services and maintain its public infrastructure. As well, it is important to consider the fiscal impacts of potential development options when evaluating future land use decisions. A review of the City's revenue sources, expenditures by category and historical trends – in combination with other derived indicators – reveals both strengths and weaknesses within Brooklyn's financial situation. This chapter examines Brooklyn's financial profile in terms of revenues and expenditures as well as property tax data and related information. Review of the City's operations on a regular basis is necessary to ensure that projected expenses do not exceed revenues.

As Figure 1 shows, Brooklyn's revenues and expenditures have varied over the past eleven years⁴. In general, the City has maintained a balance of revenues over expenditures. In eight of the past 11 years, revenues were higher than municipal expenses. However, in recent years (2004 and 2003) and in 1994 expenditures exceeded revenues. Since 2001, total revenues have trended downwards, while total expenditures have been trending upwards. Total municipal expenditures reached their highest levels in recent years: \$20,311,015 in 2004. There are several reasons why expenditures outpaced revenues: higher costs for materials, equipment, resources and manpower, and less governmental assistance funding.

Figure 1: Municipal Revenues and Expenses, 1994-2004



Source: City of Brooklyn Comprehensive Annual Financial Report, 2004.

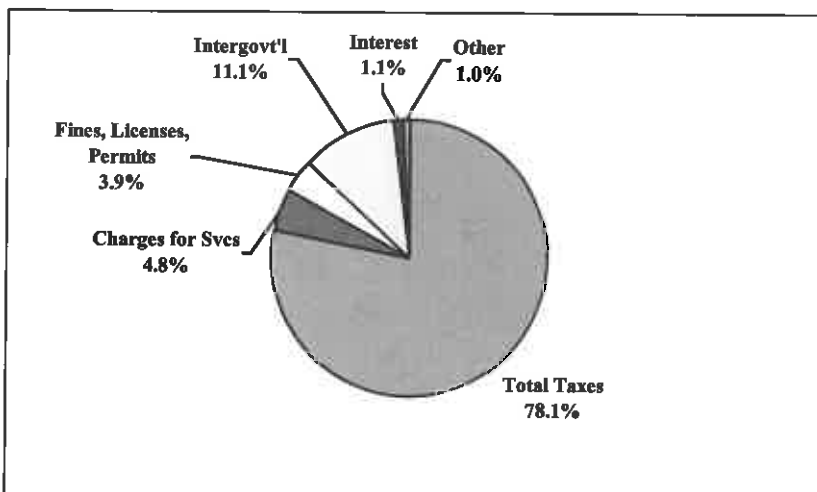
REVENUES

Brooklyn draws upon numerous sources for municipal revenue as indicated in Figure 2, which shows the City's various revenue sources in 2004. In 2004, the City collected more than \$17.3 million in revenue and by far the largest revenue source was *Taxes*. This category includes both municipal income taxes (which are paid by all persons employed by businesses located in Brooklyn, and by some residents employed outside the City) and property taxes paid by private

⁴ The City utilizes two accounting methods: full accrual and modified accrual. The data provided in this chapter are from the modified accrual accounting method which permits a trend analysis over time.

property owners. Combined, municipal income taxes and real estate taxes contributed close to 78% of all the City's revenue and totaled approximately \$13,546,500.

Figure 2: Municipal Revenues from all Funding Sources, 2004



As noted above, tax collections have historically been the City's largest revenue source and recently, have averaged more than 70% of total revenues, up from 1996 when municipal tax collections totaled 63%.

Of the two tax revenue sources, municipal income taxes comprise about 85%-90% of the total while property tax revenues

comprise the balance. Income taxes are typically the largest revenue source for cities, yet they are "elastic" and can be greatly impacted by fluctuating economic conditions.

Among the other municipal revenue sources, *Intergovernmental* sources comprised roughly 11% (\$1.9 million) of the City's total revenues in 2004. State and federal funding and grants were the largest source of Brooklyn's intergovernmental revenues. *Charges for Services* contributed 4.8% and *Fines, Licenses, and Permits* contributed 3.9% to the City's revenues. Some of the main sources of these revenues included court fines, building permit fees, and fees to use the municipal ice rink and swimming pool. *Interest* and a combination of several *Other sources* each contributed approximately 1% towards Brooklyn's municipal revenue in 2004, the latest year available.

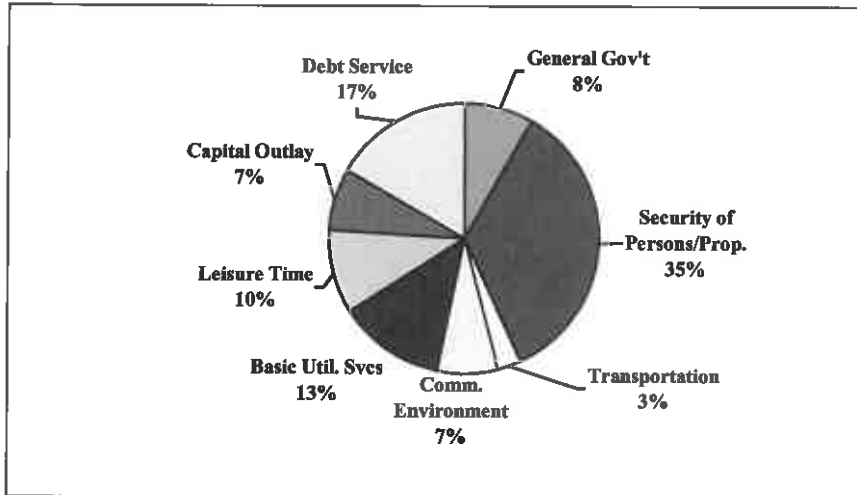
EXPENDITURES

Brooklyn's operating expenses in 2004 totaled more than \$20.3 million. The largest municipal expenditure was for the *Security of Persons and Property*. As shown in Figure 3, this category accounted for approximately 35% of all Brooklyn's expenses, a total of \$7,051,268. Security of Persons and Property has historically been the largest single expense in Brooklyn, consistently approximating about one-third of municipal expenses since 1994. Police and fire protection services constitute the bulk of this governmental cost to the City but also include the D.A.R.E program, equipment, and a portion of police and firefighter pension costs.

Debt Service accounts for the second largest municipal expense in Brooklyn. In 2004, debt service expenditures totaled \$3,377,551 and included bonds and short- and long-term notes as recognized by GASB 34, a new financial reporting requirement from the Governmental Accounting Standards Board for state and local governments. In previous years, only short-term debt was recognized by the City as part of debt service. Beginning in 2003, all of Brooklyn's general obligation bonds, special assessment bonds, notes, and outstanding loans were included as debt service. Brooklyn's debt service has actually remained constant in previous years,

though the GASB 34 requirement makes historical comparisons difficult. In general, Brooklyn has a low debt ratio (2.10% in 2004) and has historically operated under debt capacity.

Figure 3: Municipal Expenditures, 2004



In 2004, **Basic Utility Services** accounted for approximately 13% of Brooklyn's total expenditures. Brooklyn offers and maintains excellent municipal services including basic utility services such as snow removal, trash collection and recycling. In 2003, Brooklyn purchased a new recycling truck for \$110,000 and decreased

the number of crew members in an effort to reduce future trash collection expenses.

Leisure Time Activities were the fourth largest municipal program cost from all funding sources in 2004. This expense totaled roughly \$2,023,864 and accounted for 10% of Brooklyn's annual expenditures. Expenditures for leisure time activities have remained fairly constant over the past ten years and include expenses for maintaining the City's recreation facilities including the ice rink, swimming pools and numerous outdoor parks as well as recreation programming.

General Government expenses accounted for approximately 8% of the City's municipal expenses in 2004. Costs in this category totaled \$1,713,115 and included costs for buildings, land, and utilities associated with City Hall and its administrative offices. **Community Environment** and **Capital Outlay** expenditures each accounted for roughly 7% of Brooklyn's municipal expenses in 2004. Costs associated with Brooklyn's municipal landfill are responsible for the largest proportion of Community Environment expenses while capital improvements are the biggest source of capital outlay expenditures.

GENERAL FUND

Communities are encouraged to maintain an unreserved fund balance in their general fund. The typical size of these unreserved funds ranges between five and fifteen percent of regular general fund operation revenues. At the end of 2004, the City of Brooklyn had an unreserved General Fund balance of \$2,563,050 and an additional reserved fund balance of \$2,867,371 for the Landfill Closure and Post Closure Trust as required by the U.S. EPA. The City's \$2.5 million balance represents cash that is readily available in case of a fiscal emergency. This 2004 total translates into 19.8% of the City's actual general fund revenues and is considered "adequate" by the Government Finance Officers Association (GFOA) in order to mitigate current and future risks and to ensure stable tax rates.

IMPACT OF LAND USES ON TAX REVENUES AND CITY EXPENDITURES

With Brooklyn's primary funding source being tax revenue, the amount of revenue collected through municipal income taxes and real property taxes is directly tied to the types of land uses found in the City. This section will explore the relationship of the existing and potential land uses to the City's finances.

Municipal Income Taxes are typically municipalities' primary funding source. Municipal income taxes are imposed on wages, salaries and other compensation earned by residents of the municipality and by nonresidents working in the municipality. All wages earned at establishments located in Brooklyn are subject to the City's income tax. Brooklyn's income tax rate of 2% is competitive with other similar communities of its size and population. According to a recent report by the Ohio Department of Taxation documenting municipal tax rates in 2003, one half of all municipalities in Cuyahoga County have a 2% income tax rate; four communities have a higher rate; 13 have a rate of 1.5%; six have a rate of 1% and two have a rate of 1.75%.

Table 1: Estimated Number of Employees and Employed Residents in Brooklyn

	Residents	Non-Residents
Total Employed Brooklyn Residents	5,245 (100%)	
Persons Employed in Brooklyn	855 (16%)	8,492
Residents who work in Cuyahoga County –but not in Brooklyn	4,121 (79%)	
Residents who work outside Cuyahoga County	269 (5%)	

Source: U.S. Bureau of the Census, Census 2000 Summary File 3, and 2002 Economic Census.

Similar to most municipalities, Brooklyn offers a tax credit for residents who work in another city. Brooklyn currently provides a 100% tax credit up to 2% to those residents that work outside of Brooklyn. As indicated in Table 1, only 16% of Brooklyn residents who are employed actually work in the City and pay the entire 2% income tax to the city of Brooklyn. Everyone else commutes to jobs in another community: 79% work in another community in Cuyahoga

County and likely pay little or nothing in income taxes to the City of Brooklyn since most communities in the county have at least a 2% income tax rate.

Real Estate Taxes, the official term for "property taxes", are based on three elements: 1) the determination of market value made by the County Auditor; 2) the percentage at which the market value is assessed (as determined by state law); and 3) the property tax rate determined by the municipality and its voters.

The county auditor has the responsibility of appraising all taxable real property once every six years to determine property values. Every third year after each reappraisal another form of reappraisal, called an update, is conducted. Property tax bills are calculated on the assessed value of property, which according to the Ohio Revised Code equals 35 percent of the auditor's appraised value. Therefore, a home with an appraised value of \$100,000 will be taxed on a value of \$35,000.

At this time, property taxes are collected on both Real Property and Tangible Personal Property in the state of Ohio.

- Real property tax is a tax levied on land and buildings located within the taxing district. Private individuals, businesses and public utilities that own land and buildings pay this tax to the county and then the county redistributes the tax to the appropriate taxing jurisdiction.
- Tangible personal property tax is a tax levied on furniture, fixtures, machinery, equipment and inventory owned by business.

Table 2 examines the 2004 appraised property valuations for Brooklyn and several comparison communities. Compared to these other communities, Brooklyn ranks fifth in terms of its total property valuation, and has a higher valuation than Brooklyn Heights, Bedford, Seven Hills, and Parma Heights. In total, the value of real property and tangible personal property in Brooklyn equaled more than \$386 million in 2004.

Brooklyn has a relatively balanced composition of property values. In terms of total property value, Brooklyn's residential property valuations comprised about 38% in 2004, while commercial/industrial/public utilities property valuations accounted for 32.5% of total valuations in the same year. Compared to Brooklyn, the comparison communities of Seven Hills, South Euclid, and Fairview Park have considerably higher percentages of residential property valuations, and lower percentages of nonresidential land valuations. In general, municipalities that maintain equilibrium of land uses are better able to distribute the tax burden to cover the cost of providing community services to both residents and businesses.

Table 2: Property Valuations (in 000s), ranked by Amount of Total Valuation, 2004

COMMUNITY	REAL PROPERTY				Tangible Personal Property ⁵		TOTAL
	Agricultural/ Residential		Commercial/ Industrial/ Public Utility				
Brook Park	\$289,201.1	49.9%	\$151,477.0	26.1%	\$138,993.7	24.0%	\$579,671.9
South Euclid	\$357,605.7	83.5%	\$48,322.9	11.3%	\$22,091.9	5.2%	\$428,020.5
Maple Heights	\$289,061.6	68.1%	\$83,612.7	19.7%	\$51,609.3	12.2%	\$424,283.6
Fairview Park	\$312,162.0	79.0%	\$69,401.1	17.6%	\$13,490.1	3.4%	\$395,053.2
Brooklyn	\$147,931.9	38.8%	\$152,600.3	32.5%	\$85,954.7	22.2%	\$386,486.8
Parma Heights	\$263,791.4	72.4%	\$82,349.7	22.6%	\$17,993.6	4.9%	\$364,134.8
Seven Hills	\$299,955.0	90.6%	\$24,435.2	7.4%	\$6,703.7	2.0%	\$331,093.9
Bedford	\$152,594.3	52.3%	\$87,156.3	29.9%	\$52,004.3	17.8%	\$291,754.9
Brooklyn Heights	\$30,903.2	30.2%	\$47,795.3	46.7%	\$23,683.4	23.1%	\$102,381.8

Source: Cuyahoga County Auditor's Office, 2005.

The state of Ohio recently completed a series of regulatory reforms and overhauled its tax structure, which lowered and even eliminated certain taxes for businesses in Ohio. Beginning in

⁵ Estimated 2005 Tangible Personal Property.

mid-2005, the tax levied on all classes of tangible personal property is being phased out until it is completely eliminated by January 1, 2008. This tax is being replaced with a new broad-based, low-rate tax named the Commercial Activity Tax (CAT) which affects both manufacturing-based and service-based businesses. The CAT is a business privilege/consumption tax on the gross proceeds generated by sales to Ohio-based companies. All sales to individuals, or firms located outside of Ohio are exempt from the new tax.

Effective July 1, 2005, the state also made changes to real property taxes by eliminating the 10% rollback on all property intended for use primarily in business. This will result in an increase in the amount of real estate taxes collected from nonresidential uses.

As stated earlier, property taxes are based on both the value of property and the tax rate. Table 3 examines the 2004 property tax rates for each of the taxing districts⁶ of the comparison communities and Brooklyn. The communities are ranked in descending order of their full property tax rate in 2004. The “full” tax rate is the total rate approved by the voters for support of the school district, municipal, county, library and metro park systems. In general, Brooklyn has one of the lowest “full” property tax rates (69.10 mills⁷) of Cuyahoga County’s 81 total taxing districts. Brooklyn ranks fifth lowest in the County and is the second lowest among the comparison communities.

Table 3: Property Tax Rates, 2004

Taxing Jurisdiction	Full Tax Rate (in mills)	Residential/ Agricultural		Commercial/ Industrial	
		Effective Rate (in mills)	Tax as % of Market Value	Effective Rate (in mills)	Tax as % of Market Value
South Euclid (Clev Hts/University Hts SD)	168.70	91.98	2.82%	106.01	3.34%
South Euclid	125.00	73.27	2.24%	77.07	2.43%
Fairview Park	120.50	75.85	2.32%	82.03	2.58%
Fairview Park (Rocky River SD)	108.20	64.94	1.99%	79.40	2.50%
Fairview Park (Berea SD)	104.30	67.74	1.98%	73.29	2.31%
Bedford	100.50	63.95	1.96%	75.90	2.39%
Maple Heights	99.30	70.08	2.15%	76.87	2.42%
Brook Park	97.30	57.89	1.77%	66.33	2.09%
Brook Park (Cleveland SD)	94.70	57.13	1.75%	76.32	2.40%
Parma Heights	89.90	62.94	1.93%	66.70	2.10%
Seven Hills	87.60	60.43	1.85%	64.40	2.03%
Brooklyn	69.10	52.19	1.60%	53.87	1.70%
Brooklyn Heights	55.50	48.01	1.47%	50.09	1.58%

SD = School District

Source: Cuyahoga County Treasurer’s Office, 2005.

⁶ The taxing jurisdictions of municipalities do not always correspond to the taxing jurisdictions of the local school districts. Table 3 includes all combinations of municipal and school jurisdictions for the comparison communities.

⁷ Local property tax rates are always computed in mills. One mill costs the property owner \$1.00 for every \$1,000 of assessed valuation each year.

Table 3 also indicates the effective tax rate for Brooklyn and the comparison communities. The “effective” tax rate is the actual rate applied to property after the tax reduction factor is applied. Property owners are protected from unvoted increases in taxes by Ohio legislation known as House Bill 920. Passed in 1976, HB 920 reduces the tax rate as property values in the City increase during the triennial reappraisals and updates.

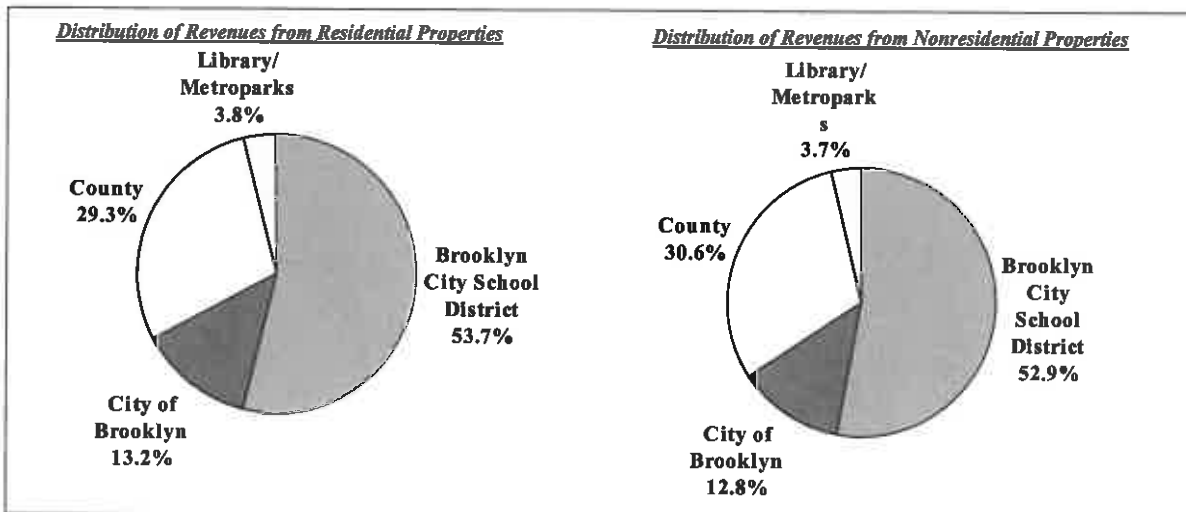
In terms of its effective tax rates on residential/agricultural and commercial/industrial properties, Brooklyn retains one of the lowest in the County and among the comparison communities. In 2004, Brooklyn’s residential/agricultural effective tax rate was 52.19 mills and its commercial/industrial/public utility tax rate was 53.87 mills. Among the comparison communities, the South Euclid (Cleveland Heights/University Heights Schools) taxing district has both the highest full and effective tax rates. Only Brooklyn Heights maintains a lower property tax rate over Brooklyn in terms of the comparison communities.

A community’s property tax rates can also be viewed as a percentage of a property’s market value. Expressing the tax rate as a percentage of property value provides property owners with an easy method of estimating property taxes. Table 3 provides this information for each of the communities examined.

While the county has the responsibility of collecting property taxes, once collected, revenue is then distributed to the various taxing jurisdictions according to the total millage levied by each. As shown in Figure 4, the distribution is different for taxes collected from residential properties compared to nonresidential (commercial, industrial and public utility) properties.

As each pie chart illustrates, real estate taxes are an important source of financing for the public schools. The Brooklyn City School District receives the largest percentage of property tax revenues: in 2004, 53.7% of all residential property taxes and 52.9% of all commercial, industrial and public utility property taxes. In this case, residential properties contribute a higher percentage of tax than commercial and industrial properties but the difference is less than 1%.

Figure 4: Brooklyn’s Real Estate Tax Revenue Distribution, 2004



The second largest percentage of property tax revenues (approximately one-third) are distributed to Cuyahoga County. In 2004, the County received 29.3% of the residential and 30.6% of the nonresidential property taxes collected from Brooklyn property owners.

The local community also receives a portion of tax dollars generated from property taxes. In 2004, Brooklyn received 13.2% of the residential property taxes and 12.8% of the nonresidential property tax revenue, based on the City's total millage of 6.90 collected from property owners. In terms of property tax rates, Brooklyn's City Charter outlines the limit which Council may levy property taxes without a vote of the residents. Brooklyn's current charter millage is 5.75 mills and earmarked for payments for debt service, police and firefighter pensions, and municipal operating expenses. The total property tax rate that may be levied by City Council without a vote of the people for all City purposes is 12 mills.

The County Library system and the Cleveland Metroparks also benefit from real estate taxes. In 2004, property tax revenues distributed to these two entities ranged from 3.7% - 3.8% from both residential and non-residential properties.

Development Considerations. In Chapter 1.3, Land Use and Zoning, it was noted that the City has very little undeveloped land left in the community. When faced with land use decisions related to development and redevelopment, the fiscal impacts of potential development should be considered.

Since property values impact the amount of property taxes collected, this section examines the typical market values of different types of new construction and the amount of property taxes generated from each. This exercise looks at two different types of new residential construction as well as typical new retail, office and industrial development, see Table 4. The first type of residential construction assumes houses on lots averaging 60 feet wide and 120 feet deep (similar to those constructed on Elizabeth Lane during the mid 1990s). This type of construction results in a density of about 4.4 houses per acre. The second type of residential development is more similar to the new houses recently constructed along Pepper Ridge Drive. This includes houses on lots averaging 90 feet wide at a density of about 1.75 houses per acre.

Table 4: Potential Real Estate Tax Revenues Generated From New Construction, Per Acre

(market value per unit ⁸)	Market Value per acre ⁹	Potential Real Property Taxes Generated			
		Total	City	School	Other (County, Library & Metroparks)
From Single-Family Houses			13.20%	53.70%	33.10%
At 4.4 units per acre: (\$180,000)	\$792,000	\$14,467	\$1,910	\$7,769	\$4,789
At 1.75 units per acre: (\$250,000)	\$437,500	\$7,992	\$1,055	\$4,291	\$2,645
From Nonresidential Uses			12.80%	52.90%	34.30%
Retail Use:	\$800,000	\$15,084	\$1,931	\$7,979	\$5,174
Office:	\$1,200,000	\$22,625	\$2,896	\$11,969	\$7,761
Industrial:	\$360,000	\$6,788	\$869	\$3,591	\$2,328

⁸ Estimated values of new construction based on houses constructed in Brooklyn over the last 10 years.

⁹ Estimated values of new nonresidential construction based on research conducted by the Cuyahoga County Planning Co.

Based on this analysis, retail and office development typically generate the highest amount of real estate taxes when viewed on a per acre basis. However, when combined with the estimated amount of revenue generated from income taxes – as noted in Table 5, the total contribution made by nonresidential land uses is five to six times the amount generated by residential land uses. This analysis underscores the importance of maintaining a balance of residential and nonresidential land uses in the City.

Table 5: Estimated Tax Revenues Collected by Land Use, 2004

	Estimated Real Property Taxes Collected ⁽⁷⁾		Estimated Sources of Income Tax Collected ⁽⁸⁾			Total Real Property Taxes and Income Taxes Collected	
Residential Land Uses	\$356,700	49.2%	From residents who paid City Income Tax	12%	\$1,345,011	\$1,701,711	14%
Commercial/Industrial/Other Land Uses	\$368,300	50.8%	From all others employed in jobs in Brooklyn	88%	\$9,863,411	\$10,231,711	86%
Total	\$725,000	100%		100%	\$11,208,422	\$11,933,422	100%

⁽⁷⁾ Based on valuations from Table 2; Does not include taxes paid on tangible personal property value, which will cease to be collected in 2008.

⁽⁸⁾ Sources of income tax is estimated based on the 2002 Economic Census, which indicated there were 9,347 people employed by establishments in Brooklyn, and the 2000 US Census of Population, which indicated that 5,245 Brooklyn residents were employed, 855 of whom work in Brooklyn and pay income tax, while the remainder work in other communities and receive 100% credit (up to 2%) for Municipal income taxes paid to the community in which they work.

Maintaining Property Values is a key factor in ensuring that the City's finances remain adequate to fund the services desired by residents and businesses. While emphasis has historically been given to maintaining and enhancing nonresidential real property, it is also important to uphold residential property values. According to the Cuyahoga County Auditor, the following types of improvements can increase the assessed value of residential property, which in turn reduces the need to increase the amount of tax millage.

- Build new or enlarge garage
- Add additional living area
- Install additional bathroom or toilet
- Add new porch
- Install stall shower
- Install indoor fireplace
- Finish attic, second floor or bedroom with paneling, plaster or plasterboard

CONCLUSIONS

- Brooklyn is relatively well-positioned to weather difficult economic conditions now and in the near future. The City has proactively maintained its financial health but has been challenged in a number of ways. The year 2004 brought about additional expenses such as increased health care and workers compensation costs, the addition of an extra pay day, and a modest pay raise for municipal employees. Financial condition refers to a government's ability to 1.) maintain existing service levels, 2.) withstand local and regional economic disruptions, and 3.) meet the demands of natural growth (aging population), decline, and change.
- Commercial and industrial properties typically have higher property values per acre and pay higher tax rates and thus help fund the services provided by the County, and City government. In addition, nearly 53% of the real estate taxes paid by these nonresidential land uses goes to the public school district, subsidizing the school district to the benefit of residents.
- Employees at businesses and industries operating in Brooklyn contribute the bulk of municipal income tax revenues as compared to employed residents.
- A balance of land uses that generate property taxes (residential, commercial and industrial) provides the most stable tax revenue source.
- While various tax reform changes are expected to benefit the state of Ohio and spur economic development, cities such as Brooklyn may experience a drop in property tax revenue in coming years when these tax changes are fully implemented.
- According to Brooklyn's City Charter, up to six additional mills may be levied on the City's property tax rate for current operating expenses without a vote of the residents. City Council can authorize an increase in the City's millage if future conditions necessitate a change.
- Brooklyn maintains an appropriate annual unreserved fund balance in its General Fund. This unreserved balance is more than sufficient to handle fiscal emergencies.

CHAPTER 1.8

KEY ISSUES

This Chapter provides a summary of the key issues that were identified in a number of ways during the preparation of the Master Plan: 1) Each member of the Master Plan Advisory Committee, members of City Council and members of the city administration were individually interviewed at the start of the project to provide a beginning framework of issues to research; 2) The Master Plan Advisory Committee and other meeting attendees reviewed the findings of the existing conditions and trends summarized in Parts 1.1 through 1.7, and prioritized issues that arose from the meeting discussions; and 3) Issues were identified by residents on the Community Attitude Survey conducted in the Fall of 2004.

A complete summary of the survey results is contained in Appendix A and additional lists of issues identified throughout the planning process are included in Appendix H.

Based on responses to the Survey, (specifically question #4) the topics that are generally most important to address as a community include:

- Sense of safety and security
- Level of taxation
- Quality of city services
- Quality of the public school district
- Availability of local health care
- Quality of the houses/neighborhoods and the stability of home values

Though many of the respondents stated that they plan to remain in Brooklyn for the foreseeable future, 8.9% percent indicated they plan to move within the next five years and another 25.9% were unsure. When these respondents were asked to indicate the reason(s) why they were considering moving out of Brooklyn within the next five years, the most frequent responses (22.2%) had to do with a desire for a different housing environment – a different type of housing, a larger lot, or a community where the property appreciation rate was higher than in Brooklyn. Other reasons stated included the quality of the public schools (6%) and climate (4.7%).

Since it generally is accepted that one plan of action is to maintain and enhance the characteristics, services and features that are strengths and to correct problems and improve upon or eliminate the weaknesses, one question on the Survey asked participants to identify what they felt were the City's top strengths and weaknesses.

More responses were given for strengths and assets than weaknesses and needs. Of those strengths, more than half of all respondents cited City services (52%), and close to half cited safety including safety forces like police, fire and EMS (46%). About one-third of respondents cited the services and programs for seniors, recreation and open space, and shopping/restaurant convenience and variety as top strengths. Other factors considered strengths include location and transportation access (23%) and low/fair taxes (19%).

In general, there was less agreement on community weaknesses and needs. Of those factors that were viewed unfavorably by survey respondents, traffic was cited most often. More than one

third of respondents mentioned traffic congestion, traffic volume, and the need for better traffic management as a major weakness.

Table 1: City Strengths and Weaknesses

Strengths/Assets	% of 379 Surveys Returned	Weaknesses/Needs
City services including trash pickup	52%	
Safety, including safety forces, police, fire, EMS	46%	
	35%	Too much traffic congestion/ traffic volume, need better traffic management
Services/ programs for seniors, including the senior center	32%	
Recreation/ open space, including the recreation center, Memorial Park and the Metroparks	30%	
Shopping/ restaurants, including the convenience and variety of retail stores, restaurants, etc.	28%	
Location/ access, including easy access to I-480, downtown Cleveland, the airport, other communities	23%	
Low/fair taxes, including good tax base from nonresidential uses, low income tax and low property tax	19%	
Community facilities/ atmosphere, including friendly atmosphere, churches, library, home days, decent place to raise a family, small community, small town atmosphere	18%	
	15%	Government/administration – too many internal conflicts, finances, not enough code enforcement
	15%	Recreation and Cultural Arts – need more programs, more/better facilities
Schools	12%	Schools
Housing/ Good Neighborhoods, including home ownership, good neighbors, good neighborhood, property values, houses well maintained, quiet neighborhoods, etc	12%	
Appearance/ Cleanliness of City, including attractive, clean city, well-maintained city	11%	Problem Retail/Poor Planning – too many stores, empty buildings, poorly developed...
Good government, including compliments to current mayor and council, fiscal management, town meetings, availability of public officials, city hall cares, etc.	10%	Lack of property maintenance, poor appearance of businesses, neighborhoods
	9%	Need more business/ industry, better jobs, more store selection, specific types of stores
	9%	Street conditions – streets and sidewalks need repair
	8%	Better safety, more police patrols
	7%	Lack of the right type of housing, lack of choice (not including housing for seniors)
Affordable Homes/Apartments	6%	Affordable housing for Seniors/Senior issues

CONCLUSIONS:

Based on the discussions with the Master Plan Advisory Committee, the top six issues to address include the following:

- Traffic volumes and traffic congestion; difficulty in moving about the city due to the influx of employees and shoppers coming to the City from other communities via I-480.
- Economic Development; including business retention, redevelopment needs, types of stores attracted to the City
- Housing Stock, including home property maintenance, existing housing stock (*e.g. low resale values/redevelopment potential*) variety of housing types available, housing vacancies, and amount and condition of rental properties.
- Brooklyn City Schools and their academic performance.
- Open Space/Recreation including the need to preserve open space.
- Community Character, including safety, condition of the public infrastructure such as roads, sewers, and preserving City's small town quality/feel.

Because strategies for economic development and enhancing community character can vary from location to location, areas where more detailed study and discussion was warranted were identified as focus areas as a means of further exploring policies for some of the above issues.

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PART 2 OPTIONS AND ALTERNATIVES

2.1 FOCUS AREAS



"Good fortune is what happens when opportunity meets with planning."

~Thomas Alva Edison

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CHAPTER 2.1

FOCUS AREAS

Certain nonresidential areas within the City of Brooklyn have the potential to be further developed or redeveloped in the future. In these areas there are options either with land use alternatives or the intensity of development and in some cases there is the opportunity to transform the nature or appearance of the area. Brooklyn's residential neighborhoods are viewed as a focus area as well, and have received a considerable amount of attention during the preparation of this Plan.

With the above in mind, various locations in Brooklyn have been identified by the Master Plan Advisory Committee (MPAC) members and City officials to be of special interest and worthy of additional study by the Cuyahoga County Planning Commission (CPC). This chapter includes a description of the selected "focus areas" (Figure 1), a discussion of conditions identified in each, a discussion of the positive and negative impacts to consider when determining final recommendations, and, where appropriate, an analysis of the feasible alternative development scenarios.

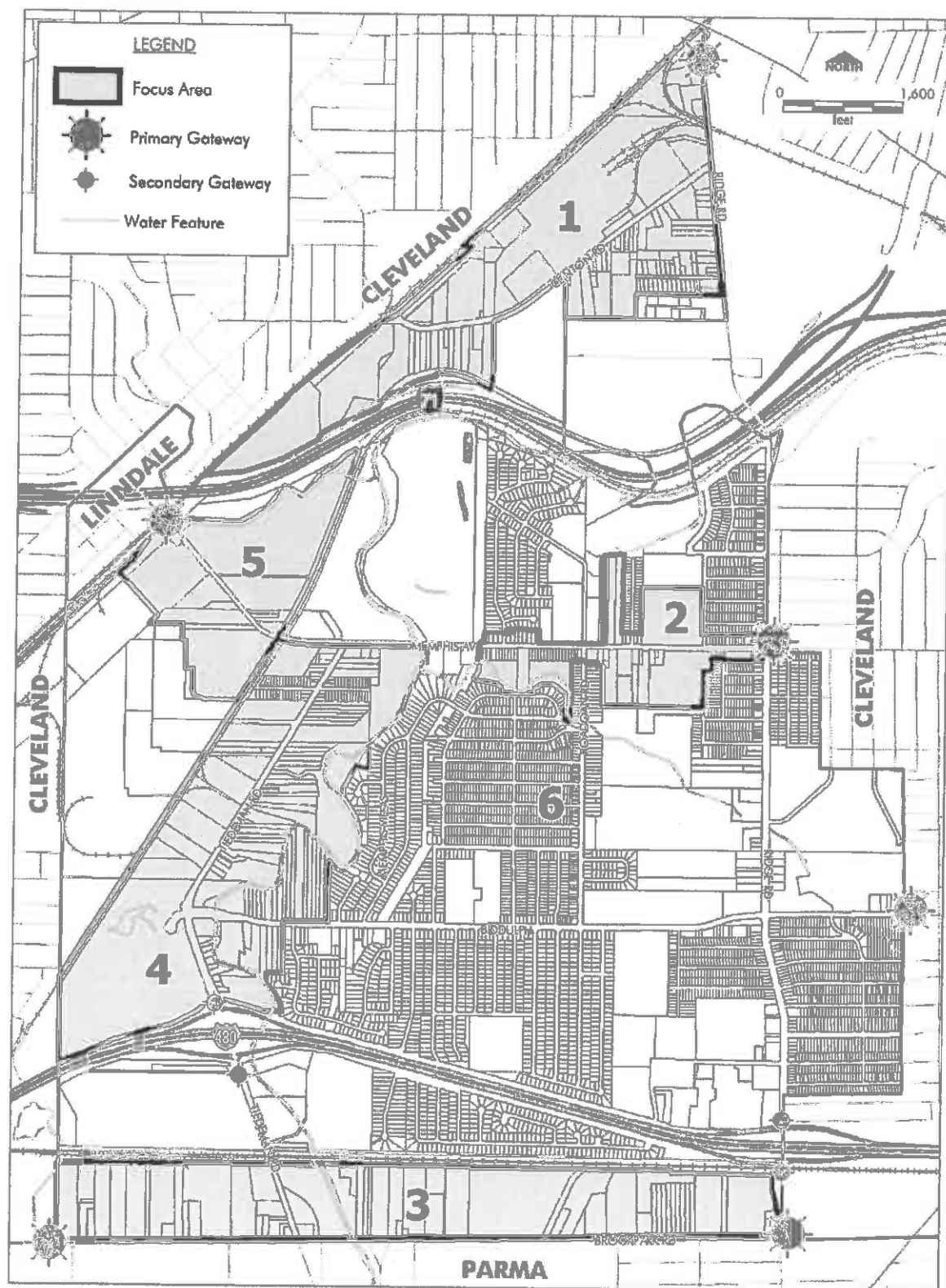
Some focus areas are area-specific while others are corridor-wide. Because Brooklyn is an urbanized, built-up community, many of the focus areas are considered prime for redevelopment. Field investigations documenting existing focus area conditions and subsequent research and analysis were primarily conducted during the Spring of 2005.

In some cases a Development Impact Analysis was conducted to aid in the committee's evaluation of various development scenarios. The calculations in the development impact analyses were prepared based on general planning standards. The associated assumptions remain consistent throughout each analysis, however, it is noted here that each development is unique and, once constructed, may not strictly follow "planning standards".

Quantitative assessments such as these development impact analyses provide insights into the positive and negative impacts and relationships among alternatives, yet at the same time, these findings should not serve as the only bases for decision-making. Other factors such as quality of life issues should also play a significant role in the decision-making process. For example, an alternative development scenario's likelihood to generate revenue for the City must be balanced against the community's desire to preserve its unique character and close-knit neighborhoods.

Figure 1 shows the geographic location of each of the focus areas city-wide. Each of the nonresidential focus areas is located along a major street and most span the entire length of the corridor. In terms of size, Focus Area 4, Tiedeman Road is the largest in land area. Six primary gateways are also depicted on Figure 1 and represent important entryways into the community. Secondary gateways are found on both sides of the I-480 access points. These secondary gateways also contribute to the impression that a visitor or resident forms of Brooklyn.

Figure 1 Focus Areas



FOCUS AREA 1: CLINTON ROAD

The Plan envisions a robust industrial corridor along Clinton Road. While this area is still industrial-based, a rise in vacancies over the years has prompted this corridor to be a focus area. The corridor's northern location adequately buffers the industrial activities of local businesses from residential areas in Brooklyn, but presents challenges to the area's marketability. Because Clinton Road does not have direct highway access immediately adjacent to it, heavy truck traffic must travel through the community to reach this industrial area.

Location/Description

Located in the northernmost section of the City, this focus area encompasses the entire Clinton Road corridor as well as properties located on Associate Avenue. The focus area is home to a number of industrial properties ranging from less than one acre to more than 53 acres in size. It excludes the cemeteries which are sandwiched between the industrial uses and Interstate-71.

Figure 2: Aerial Perspective, Clinton Road Focus Area 1



Land Uses

The focus area includes a mix of land uses with industrial as the predominant use (See Figure 3). Other uses include a CEI substation, numerous rail lines, several small offices, a few scattered retail establishments, and a small number of vacant properties. There is a small concentration of trucking companies located on Clinton Road, centrally located in the corridor. A number of the industrial land uses are currently underutilized and are advertising availability.

Figure 3: Existing Land Uses, Clinton Road Focus Area 1



Site Size

The focus area is approximately 209 acres in size, made up of roughly one hundred and nine (109) parcels. The Cuyahoga County Auditor's Office shows a total building floor area of more than 2,446,000 square feet in this focus area.

Valuation

According to the Cuyahoga County Auditor's Office in 2005, the approximate taxable market value of the parcels that comprise this focus area is more than \$44,980,000.

Zoning

The entire area is zoned G-I General Industrial District.

Existing Conditions

The street condition is considered to be "Excellent" and the related public infrastructure such as water mains, storm and sanitary sewers on Clinton Road are rated in "Good" condition according to the City Engineer. In 1997, the entire length of the four-lane roadway was reconstructed with a concrete overlay. The City of Brooklyn performs periodic street maintenance on Associate, including, in 2005, concrete replacement of the roadway and curbs on 1/3 to 1/2 of the street.

The Clinton Road focus area is an important employment center in the City. Local businesses on Clinton and Associate attract workers from nearby Cleveland and other communities. While the majority of Brooklyn residents work outside of Brooklyn, the Clinton Road industrial corridor is an employment destination to many.

Norfolk Southern continues to operate a double set of railroad tracks that are located in this industrial corridor. As of 2005, only one local business used the railroad, and approximately seven (7) trains traveled the tracks daily.

Recent Investment (1990 to 2004)

There has been some investment in various properties within the focus area. According to the Cuyahoga County Auditor, at least seven (7) structures were constructed, expanded or improved between 1990 and 1996.

Issues

The age, construction, and capacity of the buildings within this focus area are of concern. A majority of the 59 buildings are more than 50 years old. The median year of construction is 1952, and more than 80% (49 buildings) were constructed prior to 1970. Many of these buildings are considered “functionally obsolete” and present limitations to being fully occupied.

The Weston property and former Terex building, which totals close to 852,630 square feet of floor area, is currently occupied by multiple business tenants. However, the structure is operating under capacity – more than 30% (272,000 square feet) is currently vacant. According to the Cuyahoga County Auditor, the structure’s condition is rated “Fair” to “Poor”. The building was constructed over a period between 1942 and 1976 and the average age of the offices and warehouse space is 58 years old. This massive, one-story structure and 58 acre property is underutilized.

Concepts

As Figure 4 shows, there is an opportunity to capitalize upon the underutilized Weston property. This expansive property could be redeveloped as an industrial park with an entrance off either Ridge Road or Clinton Road or both. A new configuration of parcels, new buildings, and new street infrastructure could transform the former Terex property into a coordinated, state-of-the-art industrial park. As the industrial park develops, existing businesses along Associate Avenue could be encouraged to relocate on Clinton, which would then facilitate the redevelopment and consolidation of buildings and businesses along Associate Avenue.

A precondition of redeveloping this large site as an industrial park is to improve access to I-71. The closest on-ramp to Interstate 71 is from Denison Avenue by Fulton Road. One concept considers utilizing a portion of the railroad line just east of Ridge Road through the Stockyards to connect to I-71.

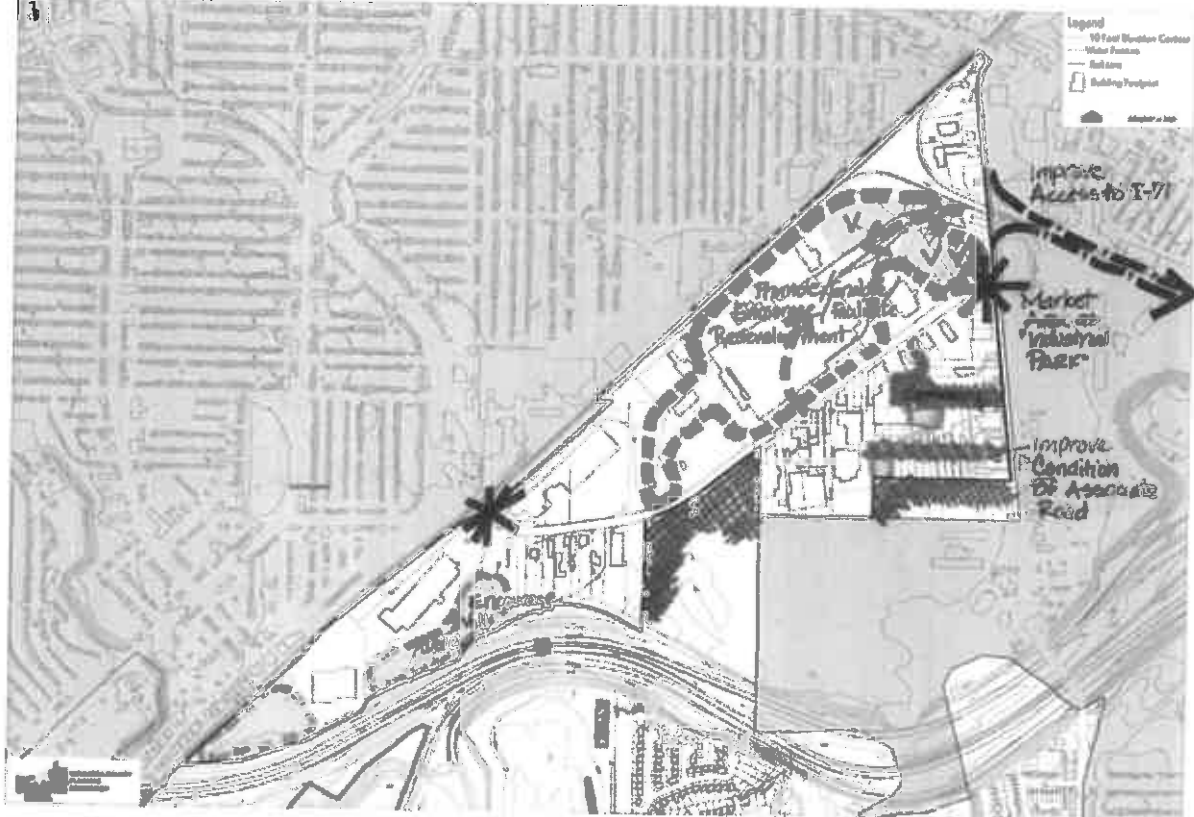
Effective marketing and promotion of the corridor by both the City and private developers will help attract and retain industrial businesses on Clinton Road. The existing arrangement favors clusters of industrial businesses instead of a unified coordinated marketed approach.

There are some locations along the corridor where in-fill development could be supported. At the corridor’s western end, there are two locations where additional development opportunities

exist. While some environmental considerations may impact the extent of development at these locations, the limitations do not appear to be prohibitive.

The east and west gateway entrances present a strong image about Clinton Road. The gateways help form the first impression that a visitor experiences when traveling down a corridor. Currently, there is a lack of signage and coordinated landscape at these important gateways.

Figure 4: Conceptual Overview, Clinton Road Focus Area 1



A developmental impact analysis was conducted for a portion of Clinton Road. The impact analysis includes a review of estimated fiscal and physical impacts from redeveloping the former Terex property and surrounding vacant areas. In total, three development alternatives were considered and compared against the existing property characteristics. Alternative 1 looked at establishing a Light Industrial Park; Alternative 2 looked at a Truck Terminal; and Alternative 3 considered Offices with a Research and Development component.¹

The total redevelopment site is approximately 66 acres in size. Among the three alternatives, different building square footage scenarios were calculated and observe the maximum lot coverage percentage and parking requirements which are outlined in the City's Zoning Code. Building square footage for Alternative 2 (Truck Terminal) would be the lowest at an estimated

¹ The impact analysis considered income tax and real property tax revenue only. Revenues from personal property taxes were not considered since they are being phased out by the Ohio Department of Taxation. Personal property taxes constitute a much smaller amount of revenue compared to real property and income tax revenues.

198,000 square feet. While Alternatives 1 (Industrial Park) and 3 (Offices/R&D) have the same building footprint of 718,740 square feet, Alternative 3 has the largest estimated total building square footage because it is three stories tall. The existing development compares at 867,800 square feet, much of which is vacant, (see Table 1).

Table 1: Development Impact Analysis, Clinton Road Corridor, Focus Area 1

		Alternative 1 -	Alternative 2 -	Alternative 3 -
Description of alternative	Existing Development	Industrial Park	Truck Terminal	Offices / Research & Development
PROPERTY CHARACTERISTICS				
Total Area of Focus Area (acres)	209	209	209	209
Area of Redevelopment Site (acres)	66	66	66	66
Building Footprint	829,930	718,740	198,000	718,740
Number of Floors	1*	1	1	3
Total Building Floor Area (sq ft)	867,800	718,740	198,000	2,156,220
Total Market Value of Developed Site	\$7,689,228	\$49,261,588	\$19,689,120	\$220,163,585
Assessed Value - 35% of Total	\$2,691,230	\$17,241,556	\$6,891,192	\$77,057,255
Total City Real Property Tax Generated	\$18,571	\$118,980	\$47,554	\$531,753
SOCIAL CHARACTERISTICS				
INCOME TAX DATA				
Total Employees	1,422	1,437	380	5,390
Average Employee Income	\$23,300	\$47,900	\$29,500	\$52,950
Total City Income Tax for site	\$662,652	\$1,376,646	\$224,200	\$5,708,010
TOTAL ESTIMATED REVENUES				
Total City Real Property Tax Revenues	\$18,571	\$118,980	\$47,554	\$531,753
Total City Income Tax Revenues	\$662,652	\$1,376,646	\$224,200	\$5,708,010
Total City Revenues Subtotal	\$681,223	\$1,495,626	\$271,754	\$6,239,763
TOTAL ESTIMATED EXPENDITURES				
Municipal Expenditures	\$578,838	\$584,946	\$154,681	\$1,335,596
NET FISCAL IMPACT FOR CITY				
(Total Revenues - Expenditures)	\$102,385	\$910,680	\$117,073	\$4,904,167
ADDITIONAL IMPACTS				
Average Vehicle Trips per day	6.97 per 1,000 sq.ft.	6.96 per 1,000 sq.ft.	6.99 per employee	8.11 per 1,000 sq.ft.
Total Traffic for Site per day	4,153	5,002	2,656	17,487

*Approximately 37,870 square feet is on a second floor.

Based on the size of the structure and use of the property, total estimate market values of the site were calculated. Market values range from \$7.6 million (Existing) to more than \$220 million (Offices/R&D). Alternative 2 (Truck Terminal) has the lowest estimated market value of \$19.6 million among the three potential development alternatives. Because market values influence the County Auditor's assessed values and property taxes, Alternative 2 (Truck Terminal) is estimated to generate the least real property tax revenue and Alternative 3 (Offices/R&D) is estimated to generate the most real property tax revenue among the three alternatives.

In terms of employees, Alternative 2 (Truck Terminal) is estimated to generate the least number of employees, lower than the existing development which employs roughly 1,420 persons. While Alternative 1 (Industrial Park) is projected to employ a similar number of employees, their wages are estimated to be higher than the existing development. Alternative 3 (Offices/R&D) is estimated to employ the largest number of employees (5,390) and also pay the highest wages among the three potential alternatives, thereby generating the most income tax revenue for the site. Alternative 3 is estimated to contribute more than \$5.7 million in income tax revenue. Alternative 1 is estimated at \$1.3 million and Alternative 2 is estimated to generate roughly \$224,200 in municipal income tax revenue.

Municipal expenditures for the existing development and each potential alternative are estimated and based on the number of employees. Such expenditures typically cover services such as law enforcement, public works, and other service demands. Expenditures range from \$154,680 for Alternative 2 (Truck Terminal) to more than \$1.3 million for Alternative 3 (Offices/R&D). However, when expenditures are compared to total estimated municipal income and real property tax revenues, there is a net gain for each of the potential development alternatives. A net fiscal impact of \$910,680 is estimated for Alternative 1, \$117,073 for Alternative 2 (Truck Terminal) and more than \$4.9 million for Alternative 3 (Office/R&D).